

LABOUR INVESTIGATION COMMITTEE  
GOVERNMENT OF INDIA



REPORT  
ON  
AN ENQUIRY INTO CONDITIONS  
OF LABOUR IN THE PRINCIPAL  
MUNICIPALITIES IN INDIA

BY

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## PREFACE.

The Tripartite Labour Conference at its meeting in September 1943 recommended the setting up of a machinery to investigate questions of wages and earnings, employment and housing, and social conditions generally, with a view to provide adequate materials on which to plan a policy of social security for labour. In pursuance of that resolution, the Labour Investigation Committee was appointed by the Government of India by Resolution No. L 4012, dated the 12th February 1944 to carry out the investigations. The Committee was instructed to extend its investigations generally to all industrial and semi-industrial labour covered by the Royal Commission on Labour in their Report, with the addition of certain other categories. The Committee was asked by the Government of India to decide in each case the most suitable manner of conducting the enquiry. The Government, however, considered that the method of enquiry should not merely consist of sending out questionnaires to Government agencies and Employers' and Workers' Associations, but should also comprise specific enquiries in individual concerns based on representative sampling.

2. In India, in spite of the quite comprehensive enquiries made by the Royal Commission on Labour and a few Committees appointed by the Provincial Governments, there have remained large lacunae in regard to information on labour conditions in several industries. In particular, broadly speaking, the method of direct enquiry on the spot has not been adopted on a sufficiently wide scale so as to cover the entire industrial structure. Moreover, certain industries, like cotton textiles and coal mining, have received greater attention than others, and even as regards these industries, comprehensive information on an all-India basis has not been available. With a view to making up this deficiency as well as to bringing the available information up to date, the Committee decided that *ad hoc* surveys should be carried out in various industries so as to secure a complete picture of labour conditions prevailing in each. The following industries were selected for the purpose :—

A. *Mining.* (1) Coal. (2) Manganese. (3) Gold. (4) Mica. (5) Iron Ore. (6) Salt.

B. *Plantations.* (7) Tea. (8) Coffee. (9) Rubber.

C. *Factory industry.* (10) Cotton. (11) Jute. (12) Silk. (13) Woollen. (14) Mineral Oil. (15) Dockyard. (16) Engineering. (17) Cement. (18) Matches. (19) Paper. (20) Carpet weaving. (21) Coir matting. (22) Tanneries and Leather Goods Manufacture. (23) Potteries. (24) Printing Presses. (25) Glass. (26) Chemical and Pharmaceutical works. (27) Shellac. (28) Bidi-making, cigar and cigarettes. (29) Mica Splitting. (30) Sugar. (31) Cotton Ginning and Baling. (32) Rice Mills.

D. *Transport.* (33) Transport Services (Tramways and Buses). (34) Non-gazetted Railway Staff.

E. *Other types of labour.* (35) Port Labour. (36) Municipal Labour (37) Central P.W.D. (38) Rickshaw Pullers.

3. The main conception on which the *ad hoc* surveys have been based is that information should be collected on the spot by direct enquiry conducted with the help of the Committee's own staff and that this information should, as far as possible, conform to the sampling methods widely adopted in such work. Owing to great variations in the character of the different industries, however, there could not be a complete uniformity in regard to the methods which had to be adopted to suit the peculiarities of particular industries and centres. For instance, while there are only a few centres and units in certain industries such as potteries, mineral oil, gold, etc., in other industries, such as

textiles, engineering, transport services, plantations, tanneries, bidi-making, etc., a very large number of centres and units in different provinces (and even States) had to be covered. Moreover, some of the industries are modern industries of the large-scale type, where factory legislation applies more or less entirely, while others are indigenous handicrafts or small-scale industries, where factory legislation is either inapplicable or partially applicable. Thus, information has not been uniformly available in advance as regards the size, location and ownership of industrial units, such as is necessary before decisions for sampling are taken. Consequently, the technique of representative sampling had to be modified and supplemented so as to obtain whatever information of a reliable character was available. As far as possible, however, in all industries important centres were covered. In each of these centres units were chosen on a sample basis, but it was possible in a few centres to cover all units. The final lists of centres of survey and individual establishments were made out in the light of the impressions gathered during the course of the preliminary tour and in consultation with local authorities. The guiding principle in the selection of centres of survey was to make the survey regionally representative so as to discover differences in the conditions of labour in the same industry in different parts of the country. The selection of individual concerns was generally based on considerations in order of importance of, (a) size, (b) ownership (private or limited) and (c) whether subject to statutory regulation or not. In this connection, it may be stated that the Committee were greatly handicapped in sampling the units owing to the lack of complete information regarding location and number of units in the selected industries. Unfortunately there are no all-India employers' organisations in some of the organised industries, nor are the statistics maintained by the Central and Provincial Governments at all complete. Moreover, in certain unorganised industries, such as shellac, carpet-weaving, bidi-making, etc., owing to their very nature, no such information could have been readily available in advance. In certain cases, therefore, owing to these difficulties as well as transport difficulties and other exigencies, the sampling could not be fully adhered to. Nevertheless, the Committee have been anxious to gather in the maximum possible information in the limited time at their disposal and with a view to this, they have cast their net as wide as possible. The main instruments of the *ad hoc* survey were the Questionnaires. These were of two kinds :—(a) the main *ad hoc* survey questionnaire on points likely to be common to all industries surveyed, and (b) supplementary and special questionnaires in respect of certain industries, such as plantations, mines, railways, rickshaw pullers, port labour, municipal labour, glass, shellac, mica, etc. The main questionnaire was accompanied by a tabular form for entering wage data and this was used wherever possible. In the case of certain surveys, however, such as salt, paper, cottons, woollen and jute textiles, dockyards, silk, cement and gold mining, it was possible to conduct a wage survey on a sample basis. The chief method of collection of data was by personal investigation of industrial establishments, examination of their records and contact with labour in factories and homes. The information thus collected was supplemented and checked with replies to the Questionnaires received.

4. For the purpose of conducting enquiries, a sufficiently large field staff, consisting of 16 Supervisors and 45 investigators, was appointed. Before the commencement of field work, all the Supervisors (with the exception of those working in Bengal) were called to the Committee's headquarters at Simla and given detailed instructions on the technique and scope of the enquiries to be conducted by them, the manner in which they were to submit their data, and the centres and units which they were to investigate. In addition, both Super-

use of questionnaires, sampling of concerns (where this could not be done in advance), filling of the wage forms, etc. In particular, they were asked not only to collect information on the spot but also to draw upon every other possible source of information. In doing so, they were required to distribute copies of the questionnaires in the centres assigned to them not only amongst the sampled units but also amongst Employers' and Workers' associations in the industry and such other associations and individuals as were likely to be interested in the subject. They were also asked to get into touch with officials of Central and Provincial Governments connected with labour and obtain such facilities as might be necessary in doing their work.

5. As far as the field work in Bengal was concerned it was done by the staff of the Committee under the guidance and supervision of the Labour Commissioner, Bengal, and his subordinate officers. Members, however, paid visits to selected centres and units in Bengal to obtain first-hand knowledge of local labour conditions.

6. The Committee's survey covered all Provinces with the exception of the North West Frontier Province where none of the Industries selected for survey was sufficiently important. It extended to many of the Indian States also, such as Kashmir, Patiala, Gwalior, Baroda, Mysore, Sandur, Travancore, Cochin, Bundi, Indore and some of the states of the Eastern States Agency. No survey was undertaken in the Hyderabad State as that State preferred to appoint its own Labour Investigation Committee, with terms of reference identical to those of this Committee, for enquiry into local labour conditions.

7. In dealing with the *ad hoc* survey work, several courses were open to the Committee :—(i) the Committee, as a whole, to study each industry, (ii) the surveys to be distributed region wise and each Member put into charge of a region, and (iii) each Member to be entrusted with a few surveys throughout India. With a view to speedy and efficient work, the third course was actually adopted. This departure from the usual procedure of the Committee as a whole dealing with the work was necessary in view of the immensity of the task and the necessity of maintaining an all-India perspective. Moreover, it was felt that this procedure would enable Members to make a specialised study of labour conditions in individual industries in different parts of the country. It was also felt that the peculiar problems of industrial labour had more an industry-wise than a region-wise dispersion and that the procedure would be helpful to future legislation which has to take into consideration the diversified conditions of each industry. It will be seen, however, that in the Reports the factual material has been presented both on an all-India and on a regional basis.

8. Thanks and acknowledgments are due to Provincial Governments, State Authorities, Labour Commissioners (and particularly the Labour Commissioner, Bengal), Directors of Industries, Chief Inspectors of Factories, Port Authorities, local bodies, employers' and workers' associations, managements of the units surveyed and all others who rendered help in the collection of the data presented in these Reports.

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### ACKNOWLEDGMENTS.

This report is based on the information supplied by the various municipal administrations supplemented by enquiries made on the spot by the Supervisors of the Committee. I am indebted to them for their assistance in this matter. My special thanks are due to the Municipal Officers at Bombay, Karachi and Madras for the facilities they gave me for local investigations regarding problems of municipal labour. In the preparation of the final draft of the Report I have also received considerable assistance from Mr. S. R. Sundaram, formerly one of the Supervisors of the Committee.



## CHAPTER I.—INTRODUCTION.

Municipal Government in India on the elective principle dates back to the eighties of the last century although, even before that there were few Royal Charters and Statutes dealing with municipal administration. The municipal administration in all the Presidency towns consists of a municipal corporation with elected representatives of the citizens.

For purposes of this enquiry the Committee decided that only the major municipalities should be covered. Accordingly, the municipalities of Bombay, Madras, Calcutta, Karachi, Lahore, Cawnpore and Nagpur were selected. Except for the municipal authorities of Bombay, Madras and Karachi, however, the others did not supply any satisfactory information. The Committee's investigating staff at Calcutta failed to collect adequate material and the survey of municipal labour in Calcutta has had, therefore, to be omitted from this Report.

The following sections of the Report deal with the various problems relating to labour employed by the different municipalities. These are based on the information supplied by the municipal authorities supplemented by *ad hoc* investigations made by me and the Committee's staff on the spot.

## CHAPTER II.—BOMBAY CITY.

The Bombay Municipal Corporation is a very large employer of labour and employs, excluding supervisory and clerical staff, about 17,000 persons. The following statement gives comparative figures of employment on 1st January 1939 and 1st January 1944 :

TABLE I.

Nature of employment.	1st January 1939	1st January 1944
a. Supervisory staff . . . . .	1,239	1,241
b. Clerks . . . . .	1,887	2,164
c. Workers (including masons, plumbers, etc.) . . . . .	15,907	16,946
Total . . . . .	19,033	20,351

It is to be noted that although, owing to the conditions created by the war, the population of Bombay city has risen enormously in recent years and is now estimated to be in the neighbourhood of about 20 lakhs, the number of workers employed by the Municipality has not shown any appreciable increase.

Labour is employed directly and no labour is employed through contractors. Of a total of about 17,000 workers nearly 15,000 are employed in some six departments of the Municipality. Of these, from the point of view of the numbers employed, the Engineering Department, the Public Health Department and the Hydraulic Department are the most important. It may be of interest here briefly to describe the functions of the various municipal departments.



**Hydraulic Department.**—Bombay receives its water supply from three lakes of which Tansa is the main source of supply and is situated some sixty miles away from Bombay city. The city consumes about 114 million gallons of water per day, of which nearly 94 millions come from Tansa. The water is brought to Bombay through two steel mains. For purposes of distributing the water the city is divided into three main divisions. The Hydraulic Department is in charge of the receipt and distribution of the water and has three important sections, viz., (a) distribution and waste prevention, (b) maintenance branch, and (c) construction branch.

**Engineering Department :**—The Engineering Department consists of the following important sections :—

Architectural Branch,  
Mechanical Branch,  
Works Branch,  
Buildings Branch, and  
Drainage Branch.

**Public Health Department :**—The Public Health Department is under the control of the Executive Health Officer of the Municipality. Amongst the most important activities of the Health Department are prevention of infant mortality and control and treatment of epidemic diseases, medical relief, conservancy and general sanitation including housing, welfare work, etc.

It is unnecessary to go into the details of the functions of fire brigades, garden department and market and slaughter house sections of the Municipality as these are more or less self-explanatory.

The following statement contains the details of the number of persons employed in various departments :—

TABLE II.

Name of Department	Number of workers employed.			
	Males.	Females.	Children.	Total.
1. Hydraulic Deptt. . . . .	2,198	6	13	2,217
2. City Engineering . . . . .	4,841	209	124	5,174
3. Public Health . . . . .	4,823	1,749	158	6,730
4. Fire Brigades . . . . .	270	3	—	273
5. Garden Deptt. . . . .	277	52	—	329
6. Markets and Slaughter Houses . . . . .	329	2	—	331
Total . . . . .	12,738	2,021	295	15,054

It will be seen that a very large number of women is employed in the Public Health Department. They are mostly employed as sweepers. Women employed in the Engineering Department are generally engaged as coolies for road repair work. Children employed in the Public Health Department are employed as street boys for picking up rubbish.

Municipal labour is classified as ' permanent ' , ' temporary ' and ' *badli* ' . The whole of the fire brigade service and the conservancy staff belong to the permanent category. Nearly 83 per cent. of the Mechanical Branch of the city Engineering Department and 50 per cent. of the persons belonging to the Hydraulic, Engineering and Drainage departments are permanent. On the other hand, all the persons employed in Works Department of the City

Engineering Department are on a temporary basis because of the intermittent character of their work. Even temporary workers, however, are entitled to the benefit of Provident Fund. On the other hand, only the permanent workers are entitled to all Sundays and holidays, while the temporary workers have to work on all the days of the week. Both classes of workers are entitled to 15 days' casual leave in the year.

The Municipality has no special agency for recruiting labour and recruitment is done directly by the heads of departments. Sometimes notices are put up at the Municipal offices notifying vacancies and the candidates are selected after an interview. In some departments there is a system of registration of applications, especially in the Conservancy department. Each ward maintains a register for the purpose and workers who have registered themselves are given preference.

Although the Municipality does not employ any labour through contractors, all the work of the construction section of the Architectural Branch is carried out through contractors. A nuclear staff is, however, permanently maintained for supervising such workers.

There is very little turn-over of labour and in certain departments such as the Fire Brigade, it is practically nil.

Absenteeism seems to vary from department to department and is lower in departments in which leave has been allowed on a liberal scale and higher in departments in which leave facilities are less liberal. For instance, in the Fire Brigade Department where the workers are entitled to one month's leave on average salary, in addition to 20 days' casual leave, there is almost no absenteeism. In the Hydraulic Department it comes to about 12 per cent. and is more pronounced among the temporary workers. In the Health Department absenteeism is about 10 per cent. of the total. In this department the leave facilities are not as liberal as in the other departments.

### Working Conditions.

Most of the work relating to the city Engineering and Hydraulic Departments of the Municipality is done in the open air and the question of lighting and ventilation, therefore, does not arise. The Municipal Workshop is well lighted and ventilated and the working conditions are, on the whole, satisfactory. The work of the Drainage section in the Engineering Department is particularly arduous and dirty. The renewal of chokes and the cleaning of sewers can be very dangerous, as the worker may inhale poisonous gases. The work of loaders and unloaders in the Health Department and also of the Halalkhore staff is very dirty although, there is no evidence to suggest that the nature of their work is injurious to their health. The workers doing this work are supplied with heavy boots and patties to enable them to walk on the refuse dumps. Satisfactory arrangements have also been made to serve these men with drinking water while on duty.

### LEAVE.

Leave without pay for one month is granted to all municipal workers and the question of granting 15 days' leave with pay is under the consideration of the Municipality.

Permanent workers get one month's leave with pay for every 12 months' duty. They are also entitled to 15 days' casual leave per year. Temporary workers only get 15 days' casual leave for twelve months' service. In addition, all workers are entitled to 'injury leave' if the injury is caused in the course of their duties. Injury leave is given for a period of three months, one month on full pay and two months on half pay but may be extended up to a period of eight months, four months on full pay and four months on half pay.

### Hours of Work.

Employees of the Fire Brigade have to be on call all the 24 hours. They generally start work at 6 O'clock in the morning and go on till 5 p.m. with a short rest interval between 7.30 and 8 a.m. and another rest interval between 11.30 a.m. and 2 p.m. In the Hydraulic department the hours of work are from 6.30 a.m. to 4.30 p.m. with an hour's rest interval between 11.30 a.m. to 12.30 p.m. The actual hours of work are thus 9. Pump attendants and sluice men work in three shifts of 8 hours each. In the Mechanical branch of the Engineering Department, the hours of work are 6.30 a.m. to 10.30 a.m. and 12.30 p.m. to 4.30 p.m. with a break of two hours from 10.30 a.m. to 12.30 p.m. The actual working hours are thus 8, the spread-over being ten hours.

In the Refuge Section there are two shifts of 8 hours each, while in the Pumping and Compressor sections there are three shifts again of 8 hours each.

In the Drainage Section there is only one shift from 6.30 a.m. to 11 a.m. and 1 p.m. to 5 p.m. with two hours interval between 11 a.m. and 1 p.m. The actual hours of work are thus  $8\frac{1}{2}$  and the spread-over  $10\frac{1}{2}$  hours. In the Works Branch the hours are from 6.30 a.m. to 11 a.m., with an hour's rest between 11.30 a.m. and 12.30 p.m. ..

Generally Sundays are closed days.

Sections of the Engineering Department to which the Factory Act applies observe the following hours of work :

6.30 a.m. to 4.30 p.m. with an hour's interval between 11.30 a.m. to 12.30 p.m.

### Public Health Department.

For purposes of conservancy work the whole city is divided into wards and each ward is further subdivided into sections. The sections are also subdivided into sub-sections and are in charge of a mukkadām. Each morning the mukkadām takes the roll call once at 5.30 a.m. and again at 9.30 a.m. to check the attendance of the conservancy staff. The place where the workers are asked to gather is called 'mustering place'. A roll call is again taken at 1 p.m. and finally in the evening a roll call is taken at headquarters. The hours of work of the conservancy staff are thus 5.30 a.m. to 9.30 a.m. and 1 p.m. to 5 p.m., the actual hours of work being 8 and the spread-over  $11\frac{1}{2}$ . If a worker is not present at the time of the roll call a cross is made against his name and for each cross in excess of ten he is fined one anna. The staff employed in markets is engaged mostly on sweeping, cleansing washing, etc. The work is carried on early in the morning and late at night. The workers start at 4 a.m. and work in shifts of 8 hours, four hours at a time.

### Wages and Earnings.

The Bombay Municipality has recently fixed a minimum wage for men women and children at Rs. 25, Rs. 21, and Rs. 18 p.m. respectively. The minimum wage for workers working in the Drainage Department is, however, Rs. 28 per month, due presumably to the more arduous character of their work. The Municipality has supplied the Committee with the wage rates prevailing in certain important departments and a statement containing this information will be found in Appendix I. It will be noticed from this statement that there are different grades for the same occupation in the different departments and there is thus no standardisation of occupations or wages, although the minimum wage prescribed brings about a certain amount of standardisation.

As the Municipality has laid down a minimum wage and has also prescribed a schedule of wages in different departments it was not thought necessary to take a wage census of municipal employees in Bombay. A rapid wage survey was, however, taken in the Conservancy and Hydraulic Departments in one of the biggest wards for the month of March 1945 on a ten per cent. random sample basis and the following two tables summarise the results :

TABLE III(a).  
*Conservancy Department.*

Occupation.	Average monthly earnings.
	Rs. a. p.
1. Plungermen . . . . .	42 0 0
2. Nuisance Jemadars . . . . .	52 0 0
3. Scavenger Mukkadams . . . . .	51 0 0
4. Scavenger men . . . . .	42 5 6
5. Scavenger women . . . . .	41 3 7
6. Halalkhore Mukkadams . . . . .	52 0 0
7. Halalkhore Mukkadams men . . . . .	47 0 0
8. Halalkhore Mukkadams women . . . . .	46 2 8
9. Cart drivers . . . . .	42 2 0
10. Gully flushing men . . . . .	47 0 0

*p.w.e.p.*

TABLE III(b).  
*Hydraulic Department.*

Occupation.	Average monthly earnings.
	Rs. a. p.
1. Motor drivers . . . . .	74 3 2
2. Masons . . . . .	73 14 6
3. Fitters . . . . .	70 13 5
4. Porters . . . . .	52 2 2
5. Sluicemen . . . . .	43 13 4
6. Plumbers . . . . .	43 8 0
7. Malees . . . . .	38 13 3
8. Labourers . . . . .	38 8 4

### **Dearness Allowance.**

Since the year 1940, the Municipality has been giving a dearness allowance to its workers and the scale of allowances has been changed from time to time. The following statement contains the details :—

TABLE IV.

Month and Year.	Scale of dearness allowance.
	Rs. a. p.
March 1940 . . . . .	2 0 0 p.m.
January 1942 . . . . .	3 0 0 "
July 1942 . . . . .	5 0 0 "
September 1942 . . . . .	7 8 0 "
January 1943 . . . . .	10 0 0 "
May 1943 . . . . .	14 0 0 "
December 1943 . . . . .	16 0 0 "
April 1944 . . . . .	18 0 0 "
January 1945 . . . . .	22 0 0 "

There is a demand on the part of the workers that the dearness allowance should be linked up with the cost of living index number. It would, however, appear that the scale on which they are being compensated for dearness is the scale approved by the Provincial Government for its employees.

Workers in certain departments get certain special allowances. For instance, in the Drainage Department for night duty a special allowance is given at the rate which varies from annas two per day in the case of labourers to annas six per day in the case of mistries. Similarly, in the Works Branch of the City Engineering Department a special allowance of annas two per day is given to those employed on tarring work, to masons employed on drainage connections, etc.

*Over-time.*—In departments to which the Factory Act applies, over-time is paid for according to the provisions of the Act. In the Hydraulic Department, over-time is paid at the same rates as for ordinary work, and is calculated on the basis of a normal working day of 9 hours. Those employed on repairs of bursts of water mains are paid at  $1\frac{1}{2}$  times the ordinary rates.

*Fines.*—The Payment of Wages Act does not apply to a large section of the Municipal labourers. There seems considerable dissatisfaction among the employees in regard to the fines which are levied. The imposition of fines, it is alleged, is both capricious and often excessive. From the replies furnished by the Municipality to the Committee it is seen that on 31st March 1944, the Fine Fund stood at Rs. 5,25,612.

### Housing.

The Bombay Municipality has provided housing for about 30 per cent. of its employees. The proportion of the workers housed varies from department to department. In the allotment of housing preference is given to workers, the nature of whose work makes it necessary that they should live near their places of work. For instance, the whole of the Fire Bridge staff has been provided with housing. The accommodation provided is generally a single-room 10 ft.  $\times$  8 ft. The rooms are, however, well ventilated and the sanitation is good. In some of the tenements in which the Fire Brigade men are housed, there are two rooms including a kitchen and a bath.

The Municipality has altogether 127 *chawls* and has hired six comprising 3,127 rooms in all. Each tenement consists of one room 12 ft.  $\times$  10 ft. In some of the newly built *chawls* there are double-room tenements, one a living room and another a kitchen. The rent charged is as follows :—

- As. 8 for men workers,
- As. 5 for women workers, and
- As. 10 for Halalkhore staff.

These rents cover only the husband and the wife in the family. All others including adult members of the family have to pay rents at the following rates :—

- Rs. 2 for each adult male, and
- Re. 1 for each adult female.

As the rent is based on the number of persons living in the tenement a large family has sometimes to pay about Rs. 5 or Rs. 6 a month.

With a view to obtaining first-hand knowledge regarding the actual conditions of housing of municipal workers personal visits were paid by myself and the officers of the Committee to some of the *chawls* inhabited by municipal workers at Phalton Road and at Agripada. At Phalton Road some of the conservancy staff has been housed. The area of the room in the tenement is 10 ft.  $\times$  12 ft. There is no underground drainage. Water supply in some-

what scanty. The rooms are however, electrically lighted. Lighting and ventilation are poor. In some of the single-room tenements as many as ten persons were found living. There are common latrines for each floor and also common bath rooms. New bath rooms have, however, now been constructed in the compound of these *chawls* in which towels and soaps are supplied. In Agripada the *chawls* are single storyed, the rooms facing each other with an open corridor in between. Being close to cattle stables, the sanitation round about is extremely bad. The central corridor is chiefly used for cooking and the walls are full of smoke and soot.

Apart from the Fire Brigade Service, the department from which the largest number of workers are housed is the Conservancy department. Nearly 75 per cent. of them have been provided with housing accommodation.

Judging from housing standards of industrial workers in Bombay city it cannot be said that Municipal workers are worse off so far as housing accommodation is concerned, although some of the *chawls* particularly those in Umakhadi appear to require immediate improvement. Excluding cases of workers with families containing non-municipal employees, on the whole, the rents charged are reasonable.

### Welfare Work.

The Bombay Municipality has a special Welfare Department under the Executive Health Officer. All welfare work is directly in charge of a Lady Welfare Organiser. Welfare activities are carried on with the help of the Fine Fund supplemented by a subsidy from the Municipality. The total expenditure on welfare is about Rs. 50,000 a year but a large proportion of it is spent on salaries and allowances. There are eleven welfare centres in the city. Each centre is in charge of two male and two female part-time workers. Some of the centres are located in stables belonging to the Health Department while others are housed in Municipal *chawls*. The atmosphere of the Welfare Centres in the stables is extremely foul. All the centres are run on the same lines. There are two sections in each, one for women and one for men. There are literacy classes for both in Marathi and Hindi. These classes appear to be popular. All the centres have a radio and indoor games like carrom and out-door games like volley ball for men, cricket for boys, etc. The activities organised for women include sewing, knitting and mother-craft. One of the centres, namely, that in the K.E.M. Hospital, is extremely good. There is a circulating library common to all the centres.

As compared to the Government Welfare Centres in Bombay City, the Municipal centres appear to admit of very substantial improvement. In the first place, most of them are very poorly housed and secondly, as they are only in charge of part-time workers, there is not much incentive for showing initiative and for making the centres more popular.

No special arrangements have been made for giving medical aid to employees of the Municipality, as they are expected to take advantage of the facilities provided by the Municipality and by Government for the general public. It is understood that the Municipality has recently approved of a proposal of having a travelling dispensary for their out-door workers.

The Municipality does not provide any crèches for the use of their female workers.

Primary education is free and compulsory in Bombay city and no special provision has been made for the education of the children of Municipal employees.

**Provident Fund.**—The Bombay Municipality has a scheme of Provident Fund for its employees to which both temporary and permanent workers are admitted. The rates of subscription are As. 1/4 per rupee of the monthly earnings including bonus for those whose monthly salary including bonus is not less than Rs. 50 and anna one in the rupee of the pay and bonus with the option of raising it to annas 1/4 if the subscriber so desires, for those getting less than Rs. 50 per month. The contribution to the fund is compulsory. The Municipality contributes an amount equal to that of the subscriber. The contribution of the Municipality is payable in the following circumstances :

“ If he shall die in Municipal service, or if he shall have completed five years' service or if he shall have attained the age of 55 years or if he shall have been duly certified as incapacitated for further service or if his services shall have been dispensed with for no fault of his own ”.

According to the rules of the Fund, advances are made under certain circumstances. The amount standing to the credit of the Fund on 1st January 1944 was over Rs. 2 crores.

Employees of the Fire Brigade Department are entitled to a pension. It is understood that the Municipality has under consideration a scheme for paying retirement gratuities.

**Trade Unions.**—There is a considerable amount of organisation among Municipal workers. At present there are two Unions of these workers whose reported membership is 5,500 and 3,000 respectively.

#### General observations.

It is understood from representatives of the workers that their main grievances are as follows :—

- (a) Inadequacy of the rate of the present dearness allowance,
- (b) the basic minimum wage should be increased from Rs. 25 to Rs. 35,
- (c) imposition of fines without proper enquiry,
- (d) temporary workers who have put in a certain amount of service may be made permanent,
- (e) certain classes of workers such as, loaders and unloaders and drivers who get no holidays in the year should be allowed proper holidays,
- (f) All municipal employees should get one month's leave with pay ;
- (g) there should be a general scheme of pensions and gratuity for all workers, and
- (h) there should be immediate improvement in the housing of the workers.

The Bombay Municipality is perhaps the only Municipality in the country which has introduced a minimum wage for its workers. From the schedule of wages printed in appendix I and the figures of earnings quoted in this report, it is clear that the wages paid do not compare unfavourably with wages in similar unskilled and semi-skilled occupations in private industry in Bombay city, although the scale of dearness allowance is definitely lower than that prevailing in the cotton mill industry. In this connection, it may also be noted that, unlike the Bombay Port Trust, the Municipality has made no provision for supply of grains and other commodities at concession rates to its employees. It is noteworthy that the benefits of the Provident Fund Scheme have been extended to temporary employees as well and that there is no qualifying period for membership.

The leave rules appear to be fairly liberal except in the case of the conservancy staff who get no holidays at all. No complaints have been received regarding undue delays in the payment of wages nor about unauthorized deductions, although as stated already, there is much heart-burning among the workers in regard to the manner of imposing fines. A somewhat striking feature in this connection is that the Municipality has built up a huge Fine Fund amounting to over five lakhs of rupees.

The Municipality houses nearly 30 per cent of its employees and charges fairly reasonable rents for the accommodation provided. It is understood that it has under consideration the extension of its building programme.

One matter which would appear to admit of immediate improvement is in regard to the welfare activities of the Municipality. With a large Fine Fund at its disposal, such extension should not be difficult with the return of normal conditions in the country now that the War is over.

### CHAPTER III.—KARACHI.

#### Employment.

According to the information supplied by the Karachi Municipal Corporation, the total number of workers employed by it was slightly over 3,000 on 1st January 1944. This number, however, includes all employees. From the investigations made it would appear that about 2,728 only are employed directly by the Corporation. Remarkably few women are employed, their number at the time of enquiry being only 123. They are mostly employed as sweepers. In addition to the above labour force, it is understood that at present about 300 casual labourers are employed for doing odd jobs. No contract labour is being employed even for purposes of road building and repairs and the Corporation employs its own staff for the purpose. If, as a result of the stoppage of capital works, workers lose their jobs they are gradually absorbed in permanent vacancies or are given *ex gratia* gratuity on the basis of length of service.

As compared to the pre-war period there has been no marked increase in the number employed which, in fact, has remained almost stationary due to stoppage of new works.

The labour is recruited direct by the departmental heads. There is no Labour Officer or any other officer for purposes of recruitment, but the Chief Officer of the Municipality personally enquires into the workers' grievances and is easily accessible to their representatives.

The conditions of service are governed by the Service Rules of the Corporation.

The workers are classified into the following categories :—

Schedule A for officers and clerks,

Schedule B—Those holding permanent non-pensionable appointments subscribing to the Municipal Contributory Provident Fund, and

Schedule C—Those holding temporary appointments created for a specified purpose, i.e., casual labour who are paid at daily rates.

The proportion of schedule B workers to the total is approximately 90 per cent.

#### Hours of work.

Except in the case of peons, the hours of work are between 8 to 9 per day while, in the case of sweepers they are 8 only. The duty hours of sweepers are 7 a.m. to 11-30 a.m. and 3-30 p.m. to 7 p.m.



### **Wages and Earnings.**

A vast majority of the employees of the Corporation have fixed scales of pay with graded promotions. The schedule showing the scales of pay for the different occupations is given as appendix II. In regard to the largest category of workers, viz., sweepers, it is seen that the scale is Rs. 20— $\frac{1}{2}$ —22. Nearly half of the coolies are on a fixed pay of Rs. 22-8-0 per month, while the scale in the case of others varies from Rs. 22 to Rs. 25 and for some it is Rs. 25-1-30. Speaking generally, the starting pay for the majority of the municipal employees is Rs. 20 to Rs. 21 per month going up to Rs. 22-25 per month. So far as casual workers, such as coolies are concerned, they are paid As. 14 per day plus As. 10 per day as dearness allowance.

The rate of dearness allowance is Rs. 14 p.m. to those getting up to Rs. 40 p.m. and 10 per cent. of pay with a minimum of Rs. 14 to those getting about Rs. 40 p.m. It is understood that the allowance will shortly be raised to Rs. 18 p.m. In addition, since 1st Nov. 1944, compensatory local allowance at the rate of Rs. 4 upto a pay of Rs. 25, Rs. 5 from Rs. 26 to Rs. 36 and Rs. 7-8 from Rs. 36 to Rs. 60 is being paid. Thus, a sweeper putting in a full month's attendance would get Rs. 20 by way of wages plus Rs. 18 as dearness allowance plus Rs. 4 as compensatory allowance making a total of Rs. 42 p.m.

Rs. 42 p.m.

Wages are paid monthly direct to the workers. Generally they are paid within ten days of their becoming due but an inspection of the records of payment revealed that in the case of certain departments there were long delays and the workers had to wait for their wages till about the 16th or 17th of the following month. It was stated that this was due to account and audit objections.

Fines are imposed for negligence, etc., but these are not credited to any special Fund and are merely regarded as deductions from wages.

### **Holidays and Leave.**

Municipal peons get all Sundays and gazetted holidays as off days. Other workers such as sweepers, scavengers, coolies, etc., are given half-holidays on Sundays and on a few important festival days.

All the employees are entitled to 20 days casual leave with pay in the year, while female employees get in addition maternity leave with full pay for a period not exceeding 20 days at a time. Workers injured on duty can get leave with pay up to a maximum of three months. According to the Municipal Rules, the workers are entitled to privilege leave to the extent of one month in a year subject, however, to there being no extra cost to the Corporation, that is to say, only in cases where no substitute is required to be appointed. As a result of this rule very few workers are able to enjoy the benefit of this privilege.

### **Housing.**

The Corporation houses about 50 per cent of its employees and charges no rent. It owns about 500 tenements out of which about 330 are earmarked for sweepers. The latter consist of one room 9½ ft. × 10½ ft. with a kitchen and a court-yard. They are well ventilated. The Corporation has spent about Rs. 2½ lakhs for the construction of these quarters and they are provided with the amenities of a Reading Room, a Tea room, a Grain shop and a high level tank to enable the sweepers after returning from work to have a satisfactory bath. The arrangements for the supply of water and sanitation are, however, common. The remaining quarters are also one-room tenements. These are not so well constructed as the scavengers' quarters. Some of these are situated

in low lying areas with no drainage or sanitary arrangements. It is understood that the Corporation is anxious to extend its building programme but has not been able to do so owing to the difficulties of construction created by conditions resulting from the war.

House rent allowance of Rs. 4 per month is paid to all peons and havildars if they are not supplied with free quarters. The other employees, however, receive no house rent.

In regard to workers not housed by the Municipality, some live in the Lyari quarters in huts and similar *kutchas* structures. This quarter is very greatly congested and the housing conditions in it are far from satisfactory. The rents paid vary from annas eight to rupee one per month. Those who live in the city have to pay a rent of about Rs. 4 to Rs. 6 per month for a single-room tenement.

#### Welfare Activities.

Attached to the Municipal workers' settlements are Welfare Centres in which there are dispensaries. In these centres workers' children are bathed, treated and also given milk. These centres are attended by doctors on certain days. It is understood that the Corporation will shortly have mobile dispensaries in charge of doctors to visit the houses of the workers.

The Municipality has started five Fair-price shops for municipal employees where important commodities are sold at cost price. The benefit of this to the worker works out to about Rs. 2 per month per family.

As there is free and compulsory education in Karachi, no special schools have been provided by the Corporation for its own employees.

There is a compulsory contributory Provident Fund which was started in 1938 for employees holding permanent non-pensionable appointments, i.e., schedule B. The rate of subscription is 6½ per cent. of the monthly salary and the Corporation contributes an equal amount. Except in the event of death, compulsory retirement or retrenchment, no employee who joined after 1938, is entitled to the Corporation's contribution unless he has completed 15 years' service. Those who joined the service of the Corporation before 1938 and have put in at least 15 years' total service are entitled to a gratuity equal to a month's pay for every completed year of service before the introduction of the Provident Fund. As the Provident Fund is compulsory and there is no minimum income limit or any other restrictions prescribed, all the employees of the Corporation, excluding casual labourers are able to take advantage of this scheme.

#### Trade Unions.

There is a well-organised Union of the Municipal workers and the relations between the Corporation and representatives of the Union appear to be cordial.

#### General Observations.

One of the complaints of the workers is that for the same occupation there are different scales of pay in the different departments. This complaint appears to be correct and it would appear that there should be some standardization of wages in the same occupations in the different departments. It has also been contended by the workers' representatives that those who are not provided with houses should be given a house-rent allowance. This complaint seems to be justifiable in as much as the municipality supplies housing free to some of the workers. Although there is no obligation on them to do so, they grant maternity leave up to 20 days, but it is contended by the repre-

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representatives of the workmen that the period of such leave should be the same as provided for under the Maternity Benefit Act in many Provinces, namely, four weeks before and four weeks after confinement.

Judging from existing standards of labour conditions in the country, municipal labour at Karachi appears to be fairly well treated. Taking into account the benefit of the grain shops, the least skilled worker is able to make about Rs. 44 per month. The leave privileges are liberal, but the only difficulty is that, because of the condition that leave can be granted only when no substitute has to be appointed, a fair proportion of the workers are not able to enjoy the benefit of the privilege. There is considerable room for improvement in the housing provided, although the Municipality has supplied housing to nearly 50 per cent. of their employees. The housing provided for the Fire Brigade workers is very good. The proposal of the municipality to have mobile dispensaries will provide considerable relief to the sick employees.

Adequate provision appears to have been made for safeguarding the future of the employees by instituting a Provident Fund scheme of which, unlike many Provident Fund systems in the country, almost all the employees are members.

## CHAPTER IV—NAGPUR.

### Employment.

The Nagpur Municipality is one of the oldest municipalities in the country having been established in the seventies of the last century. The Municipal authorities have not replied to the Committee's questionnaire but it is understood that in August 1944, the total number of workers, excluding clerical, supervisory, teaching staff, etc., employed by them was about 2,305. As compared to the pre-war period, employment has increased by about 200, the addition being mainly to the category of Scavengers. Of the total number employed, 1486 were men, 809 women and 10 children. Women are employed principally as scavengers. The bulk of the workers are employed in the conservancy department of the Municipality. Labour required for Public Works is engaged through contractors, 68 in number. The Municipality exercises no control whatever over the conditions of work and wages of labour employed through contractors. The contract system is being retained on the ground that it saves the Municipality the work of supervision. It is understood that contract labour receives only two-thirds of the wages paid to labour employed directly by the Municipality.

Labour is mostly local although a proportion of the scavenging staff does not belong to the Central Provinces as it was recruited from outside during a strike of the scavengers some years back. At present very little new staff is being recruited. However, whenever workers are required they are recruited through Jamadars and Mates. In the Conservancy department there are complaints of harassment of the sweepers by Jamadars and also allegations of bribery and corruption. The Thakkar Committee of 1939\* have also referred to these complaints and allegations.

Labour is classified into three categories, viz., permanent, temporary and casual, the bulk of the labour such as scavengers being classified as temporary. There is no fixed principle in regard to making a temporary worker permanent, such as length of service, etc. Permanent workers enjoy the following privileges :—

- (a) They are entitled to contribute to the Municipal Provident Fund,
- (b) They get privilege and sick leave.

- (c) They have a right of appeal in case of dismissal,
- (d) They have regular scales of promotion,
- (e) They can become members of the Municipal Employees' Co-operative Society.

Temporary workers are further sub-divided into regular temporary and temporary. Scavengers are classed as regular temporary. They get only sick leave with pay and no privilege leave or any other facilities enjoyed by the permanent workers. Purely temporary workers such as those working on the Municipal Sewage farms have no special privileges.

Casual labourers are daily-rated and are regarded as substitutes.

No reliable statistics of absenteeism are available but it is understood that among sweepers absenteeism amounts to about 9 per cent.

The labour force is very stable as will be seen from the following figures :

TABLE V.

Length of service.	Percentage of Workers.
0 and 1 Year	12%
1 and 5 Years	11%
5 and 10 Years	23%
Over 10 Years	54%

It will be seen that 54 per cent. of the workers have a service of over 10 years. The turnover is higher among sweepers.

#### Working Conditions, hours of work and Shifts.

The hours of work and conditions of service differ according to departments. In the Conservancy department, the hours of work for scavengers are from 5 a.m. to 6 p. m. with a recess of three hours from 11 a.m. to 2 p.m. Actually, however, the work is started at about 6 a.m. In the Water works and Drainage departments there are three shifts of 8 hours each, the shift hours being 4 a.m. to 12 noon, 12 noon to 8 p.m. and 8 p.m. to 4 a.m. Although in the Scavenging department a large number of female labour is employed, the supervisors are generally males.

While employees in the Municipal Printing Presses get all Sundays and gazetted holidays, the scavenging staff gets only half a day off per week. Certain categories of workers such as street lighters, rat catchers, cattle impounders etc., get no holidays at all.

There are Standing Orders for regulating the relations between the Municipality and its employees. These cover questions such as conditions of service, leave, pay, disciplinary action etc. There are certain special regulations for sweepers.

Permanent workers get 15 days' privilege and 15 days' sick leave per year with pay, while temporary workers get only 15 days' sick leave per year with pay.

#### Wages and Earnings.

Except for casual workers who are paid weekly payment of wages is made monthly, usually before the 10th of the month following the one for which they are due.

The table below gives the wages in certain selected important departments :

## TABLE XL

Department.	Occupation.	Monthly Rate of pay.
		Rs.
Water Works Establishment	Fitter Operator	30—2—60
	Turner	30—2—60
	Mechanic	30—1—40
	Plumber	30—1—40
	Lineman	15—1—20
	Khalasia	12—1/5—20
	Malis	12—1/8—15
	Chaukidars	12—1/8—15
	Sweepers	15
Health Deptt. Drainage Establishment	Cooly	12
	Male sweeper	15
	Female sweeper	11 to 11/8
Surface drains	Male sweeper	15
	Female sweeper	11
	Cartmen	15
	Bhisti	15
	Pit cleaner-sweeper	15
Road Cleaning Establishment	Refuse carters	15 to 15/8
	Rith cleaners	11
Public Latrine Establishments	Male sweeper (night soil and sullage carter)	15/8
	Male sweeper	15
	Female sweeper	11 to 11/8
	Male sweepers	15 to 15/8
Private Latrine Establishment	Female sweepers	11 to 11/8
Workshop Establishment	Carpenter	25
		28
	Fitter	20
		26
	Blacksmith	20
	Cooly & Chowkidar	20
	Cooly	13
		15
P.W.D. Establishment	Chaukidar	9

It will be seen that male scavengers get a fixed pay of Rs. 15 p.m., while female scavengers get Rs. 11 p.m. The rate for male coolies varies from department to department from Rs. 12 to Rs. 15 p.m. There are no scales of pay for unskilled workers but in some departments skilled workers, such as fitters, turners, etc., have a scale of Rs. 30 going up to a maximum of Rs. 60. Rat catchers are on piece-rates which are so fixed as to bring in to these men a monthly income of about Rs. 10. There has been no change in the basic rates of wages except in the case of casual workers who now receive from as. 8 to as. 12 per day.

Certain types of workers such as scavengers have, it is understood, some additional income by way of tips, etc., from householders.

Fining, particularly of scavengers, is reported to be heavy and sometimes in excess of the provisions of the Payment of Wages Act.

*Dearness allowance.*—Dearness allowance is paid to all employees except casual and piece-rate workers. It is paid at the scale at present applicable to employees of the Provincial Government which is Rs. 11 p.m. to those drawing Rs. 40 or less per month and Rs. 13 to those drawing more than Rs. 40 p.m.

**Housing.**—The bulk of the municipal workers have not been provided with housing. In the Imamwada area a few quarters have been built for scavengers and these are given rent-free. They are mostly one-room tenements and the general conditions of ventilation and sanitation are very unsatisfactory. A few quarters are also provided rent-free to some of the workers belonging to the Pumping Station and to the Sewage farm. These are slightly better than those provided for scavengers. On the whole, the present housing conditions of municipal workers are extremely unsatisfactory. It is, however, understood that the Municipality has undertaken a scheme for housing about 40 families of scavengers at a cost of about Rs. 25,000. Under this scheme the housing provided will be far more commodious and will also contain separate sanitary arrangements for each family.

Where the workers have built their own huts they pay a ground rent of about annas eight to Rs. two per year. Water supply is inadequate and sanitary arrangements are extremely unsatisfactory.

Housing conditions in the case of municipal employees not living in municipal tenements are still worse. A graphic picture of these conditions is to be found in the following extract from the Thakkar Committee's report :

" In Nagpur itself the members of the Committee had to walk over unnameable filth or wade through the open sewers of the town to visit some of the sweeper busties.... The whole atmosphere of these localities is foul and there are hardly any arrangements for sanitation and the eye meets with disgusting and loathsome sights all over—living in a world of smells and sights day and night, the sweeper himself becomes a human waste heap, a part and parcel of the same smells and sights "\*\*

These are hard words but true none the less.

#### **Welfare Work.**

The Municipality has not undertaken any special welfare activities for its employees, except that it has started a Co-operative Society only for permanent workers and has a scheme of Provident Fund and Compassionate Gratuity.

According to the bye-laws of the Municipality " every servant appointed or promoted by the Municipal Committee on or after the 1st April 1925 to an office of which the pay is not less than Rs. 15 p.m. shall be required to subscribe at a rate of 6-1/4 per cent. or one anna in the rupee to a Provident Fund ". The Municipality contributes an equal amount. It is however, understood that the majority of municipal workers including scavengers are not covered by the Provident Fund Scheme. The Municipality has recently started a Compassionate Fund for the relief of distressed families of its workers to which it contributes Rs. 2,000 per annum. Gratuities and pensions are given out of this Fund to the dependants of deceased workers on low rates of pay. The maximum amount paid being equivalent to 12 months' pay or wages.

#### **General Observations.**

Apart from the workers employed in the Municipal Press, the general conditions of work and wages appear to require considerable improvement particularly in the case of the conservancy staff. Speaking generally, the basket system of sanitation still prevails in Nagpur and the work of the scavenging staff is thus undoubtedly of the most loathsome type. There is also considerable insecurity of service owing largely to the petty tyrannies of Mukadams and such other inferior supervisory staff. Nor is there any provision for the future of a large proportion of the workers by way of a Provident Fund, etc.

rd to wages and earnings, while the basic wages do not compare un- with wages paid for unskilled work in the cotton mill industry in the difference in the amount of dearness allowance paid is very con- . In the cotton mills at Nagpur the present rate of dearness allow- ance, about Rs. 30 p.m. The cost of living index number for Nagpur on the pre-war base was 354 in August 1944.

It has already been stated that housing conditions of municipal workers need improvement. There seems also an urgent necessity for organising wel- fare work for employees of the Municipality.

Fining in some cases is reported to be as high as Rs. 2 at a time and the application of the Payment of Wages Act may bring relief. Although the Maternity Benefit Act is not applicable to female sweepers the Municipality grants maternity leave for four weeks and pays maternity benefit at the rate of full wages inclusive of dearness allowance.

A very large proportion of the workers, particularly sweepers, are indebt- ed as they are unable to meet their daily needs out of the wages earned. In a large number of cases, however, they supplement their income considerably by private work.

There is in Nagpur a Trade Union of scavengers but it is neither recognis- ed nor registered. It is reported that in November 1944, it had a member- ship of about 314 persons.

#### CHAPTER V—CAWNPORE.

The Municipal Board, Cawnpore, did not reply to the Committee's ques- tionnaire nor was information relating to municipal labour easily available from its records. The following paragraphs are therefore based on the in- formation collected on the spot by the officers of the Committee.

##### Employment.

The Cawnpore Municipal Board had in its employment in January 1944, 2,266 workers in five departments, namely, Engineering (Road gang and park labour), Lighting, Health, Water Works and the Workshop.

The following table shows the number of persons employed in August 1939 and January 1944, in five departments of the Board :

TABLE VII.

Department.	No. of persons employed.	
	August 1939.	Jan'y. 1944.
<b>Engineering</b>		
Park and arboriculture labour . . . . .	64	82
Road Gang and Mason gang :		
Maties . . . . .	16	60
Bhistis . . . . .	20	20
Beldar . . . . .	118	118
Raiza . . . . .	60	60
Cart Mate . . . . .	1	1
Masons . . . . .	6	6
<b>2. Lighting.</b>		
Lamp lighters . . . . .	53	53
K. Oil lamp lighters . . . . .	3	3
Linemen . . . . .	12	12
Mistries . . . . .	2	2
Beldars . . . . .	12	12
Driver . . . . .	1	1
<b>3. Workshop.</b>		
Carpenters, blacksmiths, motor-mechanics, welders, turners, cleaners, hammer-men, fitters, coolies, etc. . . . .	41	41
<b>4. Conservancy</b> . . . . .	1,126	1,520
<b>5. Water Works</b> . . . . .	186	275
<b>Total</b> . . . . .	<b>1,721</b>	<b>2,266</b>

It will be seen that as compared to the pre-war period there has been an increase in employment by about 31.7 per cent. This increase, however, is most marked in the Conservancy Department. All the above workers are directly employed by the Municipal Board. Municipal works such as construction of roads, buildings, etc., are, however, given on contract and on these the contractors employ labour recruited by themselves. The Municipality has no control over the conditions of work or wages of such labour.

Municipal labour is classified into permanent and temporary. The categories of workers shown in the Table above are employed on a permanent basis. In addition, there are some temporary workers employed in the Municipal Workshop and by the Health Department as members of conservancy staff. The latter are employed during the rainy season and during epidemics. Permanent monthly-paid workers in the Municipal workshop and Water Works Department are allowed the privileges of Provident Fund, bonus and medical leave (earned) according to the Municipal rules.

Service records are maintained only for the permanent workers paid at monthly rates.

There is no system of apprenticeship except in the case of workers employed as lighting staff. In this department unpaid apprentices are taken. They are, however, paid for the period they work as substitutes. The period of apprenticeship is not counted towards service.

Statistics relating to labour turnover are available only for the staff employed in the Engineering Department, Water Works and Municipal Workshop. These statistics show that while, as compared to the pre-war period, labour turnover has increased, it is not very high. On the other hand, absenteeism appears to be on the high side being about 18 per cent. in the Municipal Workshop.

There are no Standing Orders as such for the workers but conditions of work in the Conservancy Department are governed by an agreement between the Municipal Board and the Scavengers' Union. In the Municipal Workshop Fundamental Rules are generally applicable. One month's notice is required if a worker leaves employment.

Appointments in various departments are made by the heads of departments such as the Engineer, Superintendent, Water Works, Health Officer, Lighting Superintendent and Park Superintendent, etc. Appointments of sweepers, coolies, etc., are made by subordinate officers like Jamedars and Overseers.

There is no Labour Officer. Complaints, if any, are looked into by the heads of departments.

#### **Working conditions, hours of work and shifts.**

In the Municipal Workshop and Water Works conditions of ventilation and lighting are good. There is, however, no special arrangement for protection against heat. There are no shelters where the employees can take rest during the interval.

Holidays without pay are given to workers employed on a daily wage on important festivals. Conservancy staff get only half holidays on such festivals. In the Municipal Workshop, holidays with pay are given on all Sundays and on 23 days in the year for festivals, etc. In the Water Works, the Workshop is closed on Sundays. The Pumping Station works for 24 hours on all



seven days of the week. Holidays for festivals, etc., are given to workers in the Workshop only.

All permanent employees of the Municipality are entitled to medical leave on half average pay for a total period of one year in the whole of their service.

In the Lighting Department the hours of work are nine per day. Lamp lighters (electric) work both in the evening and morning and kerosene lamp lighters only in the evening. The working hours change according to lighting time in various months and on different days in the month according to the phases of the moon.

In the Municipal Workshop, there is one shift of nine hours with an hour's interval for rest. The working hours are 8 a.m. to p.p.m. with the rest interval from 1 p.m. to 2 p.m. The total spread-over is thus ten hours per day.

According to the terms of an agreement between the Municipal Board and Scavengers' Union, eight hours have been fixed as the daily working hours. The timings are 5 a.m. to 10 a.m. and 3 p.m. to 6 p.m.

In the Water Works, there are three shifts of eight hours each in Pumping Station. In the Workshop there is only one shift of 9 hours.

#### **Wages and Earnings.**

Rates of wages for the different occupations will be found in Appendix III.

It will be seen that sweepers who form the bulk of the workers were, in 1939, in the scale of Rs. 10½—12½ in the case of males and Rs. 9½—11½ in the case of females. Since then the wages have been increased by 25 percent. In the Workshop skilled workers such as fitters receive a fixed wage of Rs. 20 per month, while carpenters and Blacksmiths are in the grade of Rs. 30 to Rs. 35. In the Water Pumping Station, drivers are in the scale of Rs. 45—1—55, Firemen and Fitter Attendants in the scale of Rs. 20—1—25. Khalasis in this department are either in the grade of Rs. 14—1—18 or Rs. 16—1—20.

Speaking generally, the basic wages have not changed since August 1939. Rates of pay, have, however, been increased in some cases. For instance, the rates of wages for workers employed on daily wages as road gang and mason gang have gone up by about 100 per cent. on an average between 1939 and 1944. Motor drivers have also been given an increment of Rs. 10 p.m. It would appear that where the Municipal Board had to compete in the open market for the recruitment of labour, the Board has had to pay as much as 100 per cent. more and in certain cases the actual increase is even higher than 100 per cent., while to the permanent employees of the Board, no increases have been given in the basic wages except in a few cases.

Dearness allowance is paid to all permanent employees on monthly rates at a flat rate of Rs. 11 per month to those on a monthly pay upto Rs. 40 and at Rs. 14 p.m. for those on a pay between Rs. 40 and Rs. 200 p.m. This is in accordance with the Provincial Government's scale for their employees in Cawnpore.

Overtime is paid only to workers in the Waterworks. The payment is made according to the provisions of the Factory Act. Overtime is not compulsory. A separate register for the payment of overtime is maintained.

Deductions for Provident Fund and damages to tools, etc., if any, are made from all municipal workers. In the case of lighting staff, deductions are also made for late coming and absence. Deductions for house rent and subscriptions to Co-operative Societies are made from members of the conservancy staff.

Fines are imposed for indiscipline. There is no Fine Fund as such for workers employed in the various departments except in the Municipal Workshop where a Fine Fund is maintained. The fund has a very nominal amount at its credit. The Executive Officer of the Board is in charge of the Fund.

Payments are made monthly. Usually the date for payment is between the 5th and the 10th of the next month.

### Housing.

A few quarters have been provided rent-free for labour employed in parks and gardens near the important parks. Quarters have also been provided for the sweepers employed by the Board. These quarters have been built in four localities. The total number of quarters provided is 208 and it is estimated that about 500 workers live in them. Thus, about one-third of the scavengers are housed by the Municipality.

The quarters are of three types—one-roomed houses, two-room houses and houses with one room and a verandah. Single rooms are generally 10 ft.  $\times$  8 ft., the dimensions of the verandah being 8 ft.  $\times$  5 ft. The monthly rent varies from Re. 1 and Rs. 2 per quarter. These houses have pucca walls. In some cases even the floors are paved with bricks. The roofs are either pucca or thatched with tiles or tin. There are complaints that regular repairs and white washing is not done. In a large number of cases more than one family lives in one quarter. Common water taps and latrines for males and females separately have been provided in each *ahata*. Acute housing conditions in the city have led to congestion in these quarters as well.

These quarters are in a very unsatisfactory condition. There are open drains all round and the compounds are in a filthy condition. Nor is adequate provision made for the supply of water and sanitary arrangements.

About 30 workers out of a total of 275 working in the Water Works have also been provided with rent-free quarters which are one-room houses. Common latrines and water taps have been provided.

### Welfare Work.

The Cawnpore Municipal Board has undertaken no scheme for labour welfare. They have, however, instituted a Provident Fund which is open to all permanent employees who get Rs. 20 or more per month as basic wages. The contribution of the employee is As. 0-1-6 per rupee, while that of the Board is 9 pies per rupee. As the bulk of the workers are in receipt of a basic wage of less than Rs. 20 p.m., a very small percentage of the employees are able to be members of this Fund.

*Gratuity.*—Those who are not entitled to subscribe to the Provident Fund are given a Gratuity at the time of retirement. The rate is one month's salary for every five years' service subject to satisfactory work.

### Trade Unions.

There are three Labour Unions, one in the Lighting and two in the Conservancy departments. The Municipal Electric Workers' Union which belongs to workers in the Lighting Department is an unregistered body. The two other unions, namely, Scavengers' Union and Mehtar Sabha belong to the conservancy staff. Of these, the Scavengers' Union is more powerful. There have been agreements between Scavengers' Union and Municipal Board on various occasions mostly after strikes. There have been several strikes in the past fifteen years. It would appear that in most of these strikes the strikers have met with a certain amount of success.

### General Observations.

The wage level of the municipal employees in Cawnpore is much lower than that prevailing in the local large scale industries. There is also a marked difference between the two in the scale of dearness allowance paid. Some provision exists for safeguarding the future of the workers but this is on a

## CHAPTER VI. LAHORE.

### Employment.

The Lahore Municipality employs about 4,000 persons, the vast majority of whom are males. Some of the workers are employed whole-time, while others are employed part-time only. The bulk of the employment is accounted for by sweepers and coolies. As compared to the pre-war period employment went up from 3,187 to 3,966 in November 1944. The Municipality employs its labour directly, although contractors are engaged for construction of municipal buildings and roads. No information is available as regards the number of workers employed by contractors. The Municipality lays down no conditions regarding work and wages so far as contract labour is concerned.

The Lahore municipal administration is at present in charge of the Punjab Government and the Punjab Civil Service Rules apply to employees of the Municipal Corporation. The daily-rated staff is entitled to 10 days' casual leave with pay per year, while permanent workers get 15 days' casual leave in a year and privilege leave with pay on the basis of the number of days worked divided by 22. Any worker with a grievance can approach the Chief Officer but there is no specially appointed officer to look into the grievances of the staff.

### Hours of Work.

The hours of work for sweepers are different according to the nature of their duties. In regard to whole-time road sweepers, the hours generally are from 9 a.m. to 11 a.m. and 3.0 p.m. to 5.30 p.m. for picking and 11 p.m. to 1 a.m. and 1.30 p.m. to 3.30 p.m. for sweeping. The hours of work for sweepers in the Conservancy Department appear to be from 7 a.m. to 11 a.m. and 1 p.m. to 5.30 p.m. For yet another class of sweepers the hours of work are from 8 a.m. to 2 p.m. and 4 p.m. to 6 p.m. In regard to part-time sweepers the hours are from 6 a.m. to 9 a.m. and 1.30 p.m. to 4.30 p.m.

*Bhistis.*—They are mostly part-time employees whose hours of duty are 6 per day, the spread over being 12 hours per day.

*Coolies.*—The hours of work for coolies are 8 per day with half an hour's rest interval. Usually their working hours are from 10 a.m. to 6 p.m.

Some categories of municipal workers such as cartmen, conservancy staff, etc., get no weekly rest day, while others such as sweepers, part-time Bhistis, etc., get only half a day off on Sundays.

### Wages and Earnings.

Appendix IV contains a statement showing the wages in the different departments. From the numerical point of view the most important categories of employees are sweepers numbering 1,810, of whom 780 are whole-time and the remaining part-time. At the time of the enquiry it was found that the rate of wages of whole-time workers varied from Rs. 13 to Rs. 15 p.m. a very large bulk of them being in receipt of a wage of Rs. 15 per month. The rate of wages of part-time sweepers varies considerably but a vast majority (786 out of 1,030) are in receipt of Rs. 10 per month. Numerically the next important class is of Bhistis. Out of 835 Bhistis 24 were whole-time and 811 part-time. The basic rate of wages of whole-time Bhistis varies from Rs. 10 to Rs. 15 but a large majority of them get Rs. 15 per month. The wages of part-time Bhistis vary considerably but the largest number (642) are in receipt of Rs. 6 per month. The third most

important category from the point of view of employment is of coolies numbering 355. Their monthly rate of wages varies from Rs. 5 in the case of boys to Rs. 20, but more than two-thirds of them are in receipt of a wage of Rs. 15 per month. The fourth most important category is of peons numbering 203. Their wages vary from Rs. 15 to Rs. 20. For the duration of the war, however, they have been placed in the grade of Rs. 15-1-19 and given two advance increments. From the information collected regarding the basic wages during the pre-war period and during November 1944, it would appear that so far as sweepers are concerned there has been a tendency to employ more whole-time workers. It appears also that while the majority of whole-time sweepers in 1939 were paid Rs. 12 per month at present they are paid about Rs. 15 per month, whereas in the case of part-time sweepers while the majority were in receipt of Rs. 8 per month in 1939, they now receive Rs. 10 per month.

As regards Bhistis, while their number has gone up from 662 during 1939 to 835 in 1944, it would appear that so far as the majority of them is concerned the basic wage rate has remained the same, viz., Rs. 6 p.m. In regard to coolies, as compared to 1939, there appears to be no striking change so far as the wage rate is concerned.

**Dearness allowance.**—The following is the scale of dearness allowance sanctioned in the case of full-time employees of the Lahore Municipality :—

TABLE VIII.

	Dearness allowance.
Pay upto Rs. 30/- p.m. . . . .	Rs. 11/- p.m.
Pay from Rs. 31 to Rs. 40/- p.m. . . . .	Rs. 12/8 p.m.
Pay from Rs. 41/- to Rs. 100/- p.m. . . . .	Rs. 14/- p.m.
Pay from Rs. 101/- to Rs. 150/- p.m. . . . .	Ten per cent of pay or Rs. 14/- whichever is greater.
Pay from Rs. 151/- to Rs. 250/- p.m. . . . .	Ten per cent of pay.
Pay from Rs. 251/- to Rs. 275/- p.m. . . . .	At such rate which will make the total of pay and D.A., Rs. 275/-.

In the case of part-time employees dearness allowance is paid according to the following formula :—

$\text{Pay} \times \text{Rate of dearness allowance sanctioned by Government in the case of permanent employees}$

15

To illustrate—A part-time sweeper on Rs. 10 per month would be entitled to the following dearness allowance :—

$$\frac{\text{Rs. } 10/- \times 11}{15} = 22/3 \text{ or say Rs. } 7 \text{ p.m.}$$

No provision exists for the supply of grain or cloth at cheap concession rates.

It is understood that the practice of fining is pretty common and fines imposed are sometimes very high. Fines are credited to the Income account of the Corporation. There is little or no overtime work.

The wage period is a calendar month for all the workers. There are no fixed dates for payment of wages which are sometimes paid as late as the 14th of the month following the one for which they are due.

#### Housing.

The Municipality has provided no housing for its employees. The workers live in private quarters mostly one-room 10 ft. × 9 ft. The rent is

about Rs. 4 p.m. The conditions of their quarters were entirely unsatisfactory. There are common latrines and the water supply is obtained from taps on the wards.

### Welfare Activities.

The Municipality has not provided any special amenities for medical relief, education, recreation, etc. There is, however, a Provident Fund.

For purposes of the Fund only such employees of the Corporation as hold a permanent post substantively under the Municipal Committee and whose pay is not below Rs. 20 p.m. are entitled to contribute to it. The rate of contribution is Anna. 1 per rupee of the pay of a member. The Corporation contributes an equal amount. Any employee who has put in more than 5 years' service has a right to claim contribution. The Corporation permits advances under certain conditions from the Provident Fund. Those getting less than Rs. 20 p.m. can become members of the Fund at the discretion of the Corporation.

### Special Problems.

It is reported that there is acute shortage of labour in Lahore, as a result of which workers experience considerable difficulty even in getting the leave due to them. There is an insistent demand on the part of the municipal staff for getting a weekly day of rest.

## CHAPTER VII.—MADRAS.

### Employment and Working Conditions.

The total number of workers including supervisory and clerical staff employed by the Madras Municipal Corporation as on 1st January 1944 was 7,855, out of whom 7,453 were adult workers working in the following departments :—

TABLE IX.

Departments.	Workers employed and paid directly by the Municipality.
Works Department . . . . .	3,200
Health Department . . . . .	2,925
Water Works Department . . . . .	67
Special Works Department . . . . .	833
Electrical Department . . . . .	210
Mechanical Engineering . . . . .	218
Total . . . . .	7,453

The labour is mostly local except those working in Conservancy department who are drawn from the Northern districts of the Madras Presidency.

There are no special Standing Orders for the employees of the Corporation but they are governed by the Corporation Service Rules which are applicable to the entire staff of the Corporation. The workers are divided into two categories (a) temporary, and (b) permanent. About 80 to 83 per cent. of the labourers are permanent. The difference between these two categories is that bonus or gratuity is paid to a permanent labourer if he has served for

only ten years but temporary workers get this benefit only when they put in a minimum service of 15 years. Permanent labourers are also eligible for increments in their scales of pay and get other privileges such as casual and sick leave, whereas temporary labourers are not eligible for these privileges.

The representatives of Municipal workers have stated that some workers remain temporary even after 20 or 30 years' service and that several disabilities are attached to them in the matter of gratuity, leave, medical relief, dearness allowance, etc., only because they are not made permanent. On enquiry this grievance appears to be well founded. It is, however, understood that the Corporation propose to remove the disability of temporary workers in regard to gratuity. It is true that owing to the exigencies of the work the Corporation may not find it feasible to make all the temporary staff permanent but it should certainly be possible to take a nucleus of this category on the permanent muster roll.

The Corporation recruits its labour direct and maintains service rolls for all its workers. It is stated that absenteeism is much more in evidence after festival days and pay days than on other days.

Information regarding the length of service of workers in the Corporation is not available for all the departments but the following figures are of interest :

TABLE X.

Length of service.	Number of workers.		
	Water Works	Electrical Department.	Mechanical Engineering section.
Between 0 and 1 year . . . . .	—	11	6
Between 1 and 5 years . . . . .	16	26	15
Between 5 and 10 years . . . . .	5	66	42
Above 10 years of service . . . . .	51	107	143

It is clear from the above figures that a very large proportion of the total workers have put in service for more than 10 years. Thus, the labour turnover is extremely small as will be seen from the following statement :

TABLE XI.

Department.	Year.	Number of workers employed during the year.	Number of workers who left during the year.	
			Permanent.	Temporary.
Water Works	1938	60	nil.	nil.
	1943	72	nil.	nil.
Electrical	1938	82	3	5
	1943	82	1	5
Mechanical Engineering	1938	242	..	10
	1943	240	..	15

In addition to 15 days' casual leave per year to which permanent employees are eligible they are granted holidays according to the Negotiable Instruments Act and in the case of the departments to which the Factories Act applies, according to the Act. Half holidays are given to the labourers on Saturdays

and certain communal days. In addition, every temporary labourer who has put in more than 2 years' continuous service and every permanent labourer is given leave with full pay for 15 days in the year.

### Hours of Work.

These naturally vary from department to department. In the Workshop, the weekly hours of work are 48, 8½ hours on week days and 5½ hours on Saturdays. Road coolies work for 8 hours a day from 8-30 a.m. to 12-30 p.m. and from 1-30 p.m. to 5-30 p.m. The normal working hours for the conservancy staff are 7 a.m. to 11 a.m. and 3 to 6 p.m. In the Water Works Department and the Pumping Station and Distribution department, the staff work in three shifts of 8 hours each. The shift hours are 7 a.m. to 3 p.m., 3 p.m. to 11 p.m. and 11 p.m. to 7 a.m. There is a change-over of shifts and workers in each shift get complete rest for 32 hours after every third or fourth day of work.

### Wages and Earnings.

It is stated that wages of Municipal labour in Madras are fixed having regard to the wage rates prevailing in the concerns of other large employers of labour such as the Railways, etc. The Corporation has supplied the Committee with a schedule of wage rates and this has been given in Appendix V.

Since 1938 there have been no changes in the basic wage rates of the employees of the Municipality. All the permanent workers are given a time-scale of pay. This scale, as will be seen from the Appendix, varies from department to department. For instance, the scale of sewer coolies is Rs. 15—½—20 and that of conservancy coolies (men) Rs. 17½—½—20. In the Works department in which labour is employed on daily rates, these vary according to skill and ability from annas six per day to Rs. 2 per day. In the Water Works Department, the minimum monthly wage of scavengers is Rs. 12 and the maximum Rs. 15. Permanent and temporary labourers are given the same rates of pay except in the Health Department where temporary labour is paid at the following rates:—

		Monthly Rates	
		Temporary labour.	Permanent labour.
		Rs.	Rs.
Men	.	15	17—½—20
Women	.	11	13½—½—16
Boys	.	6	6—½—9

All the workers employed by the Municipality including casual labour are given a dearness allowance. The rates, however, vary according to the different categories of workers. Permanent workers get a fixed dearness allowance at a rate varying from Rs. 10 to Rs. 13. This scale, it is understood, is in accordance with the scales prescribed by the Provincial Government for its employees. Casual labourers are given a dearness allowance at the rate of annas four per day.

It is stated by the Corporation that the wages they pay are generally more liberal than those paid by contractors. The payment is made direct to the workers and no third party is employed for making payments. Wages are paid either monthly or fortnightly but the bulk of the workers are monthly paid. The payment of wages is made promptly and the period elapsing between the date on which wages fall due and are paid is 5 to 10 days only. Generally no overtime is worked but when it is, 8 hours per day is taken as the basis for its calculation. Fines are rarely imposed and are never in excess of the provisions of the Payment of Wages Act.

There is no separate fine fund except in the General Workshop. A Fine Fund has been opened and the amount spent for the benefit of the workers.

Since the Municipality pays the wages promptly and also makes no unauthorised deductions, it would appear that the Corporation would have no objection if the provisions of the Payment of Wages Act were applied to them.

### Housing.

The Madras Corporation does not provide housing for any other category of their workers except those employed in the Conservancy Department and there too only 35 per cent. of the employees are housed in municipal quarters. The Municipality has in all built 354 quarters out of which 244 are one-room tenements and 110 two-room tenements. It has also in some cases supplied rest platforms on which the workers have erected their own huts and have also provided some municipal plots on which the workers have erected huts without foundations. These latter are apt to get flooded during the monsoon and the representatives of the Municipal Unions have been bitter in their complaints about the hardships of the workers staying in these quarters during heavy rains. Most of the tenements supplied by the Municipality are thatched and tiled with mud and brick walls. In some cases there are common latrines separately for men and women, while in others a latrine is provided in the quarter itself. Often times, however, there is no partition between the living room and the latrine! In the case of most of the tenements no separate water taps are provided.

The rent charged for the Municipal quarters varies from one anna to Rs. 2 per month according to the type of accommodation supplied. In the huts built by the workers themselves on municipal plots, there is no provision whatever for sanitary arrangements and they present a most squalid picture of dirt and neglect. Nor are the workers living in tenements owned by private landlords in a very much better position. There the rent which has to be paid is sometimes as much as Rs. 4 p.m. for a single room.

In their reply to the Committee's questionnaire the Municipal Corporation has stated that the housing of industrial workers should be the responsibility of the employers and of Government and that they have under consideration a scheme for housing their employees. On further enquiry, however, it is found that it may be beyond the capacity of the Municipal Corporation to house all their workers. It is understood that the Municipal Corporation is shortly launching an Improvement Trust for looking into the housing problem and that in the immediate future municipal workers may not expect much relief in regard to housing.

The housing conditions of municipal workers in Madras appear, on the whole, to be extremely unsatisfactory and can only be described as being squalid.

### Welfare Work.

Except for the provision of dining sheds in the Municipal Workshops, no other special welfare activities for its employees have been undertaken by the Corporation. There is, however, a Corporation Labourers' Co-operative Society which grants loans to its members and recoveries are made through their pay in convenient monthly instalments. So far as medical aid and education are concerned, the employees of the Municipality are in the same position as any other citizen of Madras in that they can take advantage of the Municipal dispensaries, schools, etc. It is, however, understood that the extension of welfare work is actively under the consideration of the Municipal



Corporation and that an *ad hoc* committee has recently been appointed to examine the matter.

The Municipality has no Provident Fund but pays gratuity to all its employees on retirement. Permanent workers with approved service of ten years or more and temporary workers with approved service of 15 years qualify for the benefit, subject to certain conditions. Gratuity is payable at the rate of three months' pay for every five years' service up to 12 months' pay or Rs. 1,000 whichever is less.

The Corporation has not appointed any Labour or Welfare Officer but the appointment of such an Officer is under contemplation.

### Trade Unions.

There are two Unions of Municipal workers in Madras. Their relations with the Corporation appear to be cordial and there have been very few strikes except one which took place last year in the Conservancy Department. The main grievances of the employees appear to be in regard to housing conditions, disabilities attached to temporary workers, the amount of dearness allowance which is lower than that paid in industrial units such as cotton mills and to Railway workers. The representatives of the workers also complained of the inadequacy of the provision made for safeguarding the future of the employees of the Municipality.

The Corporation has stated that the basic wage paid by them is similar to what is being paid by large employers of labour in Madras. In the Buckingham and Carnatic Mills the basic wage is annas 12 per day which seems to be slightly higher than the wage paid by the Madras Corporation to its sweepers, etc. In regard to dearness allowance, while in the largest cotton mill in Madras the scale of dearness allowance is about Rs. 18 per month and in the Railways Rs. 18 per month, the scale of dearness allowance in the Corporation varies from Rs. 10 to Rs. 13 per month and so far as temporary workers are concerned, they are paid at the rate of annas four per day only. There seem to be few unauthorised deductions from wages and wages are also paid promptly. The leave facilities appear to be on a generous scale. The problem of making at least a nucleus of the temporary staff permanent so that they may not be deprived of the benefits attached to permanency seems to deserve immediate consideration. Housing conditions of municipal workers even in the quarters provided by the Municipality can only be described as being deplorable and it is to be hoped that now that the War is over, the Municipality will undertake an immediate programme for the extension of housing facilities for its employees and effecting radical improvements in the housing so far supplied. It is gratifying that for a large proportion of the employees provision has been made for safe-guarding their future. Besides this, however, very little by way of welfare work is being attempted. It is to be hoped that the Corporation will undertake schemes for launching welfare work. The appointment by the Municipality of a Labour Officer or a Labour Welfare Adviser may also assist a great deal in securing a happier and a more contented labour force.

## CHAPTER VIII.—SUMMARY AND CONCLUSIONS

The regional survey of the six selected municipalities given in the foregoing sections shows that they employ between them about 36,000 persons. In addition, the Calcutta Municipality is reported to be employing about 18,000 workers. The major municipalities in India are thus important employers of labour.

Recruitment is in most cases made direct although, in some municipalities like Nagpur, contract labour is employed in the Public Works Department. Wherever such labour is employed, there appears to be no control over the contractors by the municipal authorities in regard to conditions of work and wages. If the major municipalities like Bombay and Madras are able to recruit labour directly, there seems no reason why some of the municipalities should not be able to do so. It is well-known that labour when recruited through a contractor fails to get a fair deal.

The workers are generally classified into permanent and temporary. While, however, in some municipalities the proportion of permanent labour to the total is very considerable, in others a large percentage of the workers continue to remain on a temporary basis for a long period. With the exception of the Bombay Municipality, there are certain disabilities attached to temporary workers in regard to leave, Provident Fund, dearness allowance, etc., and there has been a clamour on the part of the representatives of the workers that after a minimum period of service there should be provision in the Service Rules for making the temporary workers permanent. While appreciating the difficulties of the authorities in making permanent those employed on building construction, road repairs, etc., there is no doubt that it is hard on an employee to be kept on a temporary basis for a number of years. It would appear that a way out of the difficulty would be gradually to absorb the temporary workers on a permanent basis or to estimate the minimum requirements of permanent workers on building constructions, etc., and to make such a nucleus permanent.

None of the municipalities surveyed has so far appointed a Labour Officer and although it was stated that workers in each department have access to the head of the department, the need for the appointment of Labour Officers who can listen to the grievances of the workers, appears to be imperative in most centres.

The hours of work vary from department to department, but are generally 8 to 10 per day. In the Water Works Department, Pumping Station and Distribution Department in Madras, there is a system of change-over of shifts and it is not understood why the other municipalities have not adopted such a system.

While in most departments of the municipalities the workers get a weekly holiday, those in the Conservancy Department get half a day off per week or are required to work, as in the Lahore Municipality, for all the days in the week. This has been a fruitful source of grievance although, it is obvious, that the nature of duties, particularly of the conservancy staff are such that unless the municipality employs a permanent surplus staff, it will be difficult to allow such staff a day off during the week.

The scale of leave with pay varies from municipality to municipality but compared to private industry, it seems that leave is being granted on a fairly liberal scale. The most liberal terms regarding leave are to be found in the Bombay Municipal Corporation where casual leave for 15 days, privilege leave for one month in the year and sick leave with pay upto 3 months in the year is granted to permanent workers. At the extreme and is the case of the Madras Municipality where leave is given only to permanent workers as follows :-

15 days' casual leave, and

15 days' privilege leave with pay per year.

In the Karachi Municipality, however, the grant of privilege leave is subject to the condition that no substitute is required for the work and consequently, a large number of workers are unable to take advantage of this leave.

Working conditions in municipal workshops are generally satisfactory and the provisions of the Factories Act are strictly observed.

The work which has to be done by a large section of the municipal employees, particularly those in the conservancy and sewage departments is of such loathsome character that it is of the utmost importance that facilities should be given to them to ensure that the nature of their duties will have the least detrimental effect on their outlook and health. In this matter the Bombay Municipality seems to have taken the lead by providing boots, pattis, etc., to workers such as loaders, unloaders, halalkhores, etc., in the Health Department.

The Bombay Municipality has also given the lead by fixing a minimum wage for its employees. Incidentally, this minimum is the highest in the country so far as municipal labour is concerned. The table in Appendix VI shows the scales of pay for certain important occupations in the municipalities surveyed.

As will be seen from the tables in Appendices I to V, in Bombay and Karachi only, most of the occupations have graded scales of pay. In Lahore there is no scale of pay for any occupation.

The wage scales in Bombay and Karachi, for staff other than workshop staff, are the highest in the country. The basic wages of scavengers in Cawnpore, Nagpur, Lahore and Madras call for special attention in view particularly of the odious character of their work.

There is no standardization of wages in the different occupations in the various departments of the Municipalities and this is one of the grievances of municipal employees.

The scales of dearness allowance in all the centres are definitely lower than those obtaining in private industries although, in all cases, they are in accordance with the scales prescribed by the provincial governments. These vary from Rs. 22 in Bombay to Rs. 10 only in Madras. In Karachi, in addition to a dearness allowance of Rs. 18 per month, a compensatory allowance at the rate of Rs. 4 to Rs. 7-8-0 per month is being paid.

All the municipalities pay wages directly to the employees usually before the 10th of the month following the one for which they are due, although in one case, delays are found to occur and wages are not paid till about the 14th or 17th of the following month.

The incidence of fining is not heavy but, there are complaints of its being capricious. Some of the municipalities maintain no separate fine funds. The amount to the credit of the Bombay Fine Fund attracts attention.

Most of the municipalities appear to be observing the spirit of the Payment of Wages Act, in all the Departments. There is, however, considerable demand on the part of the workers' representatives that the provisions of the Act should be made applicable to municipal workers. Enquiries made seem to suggest that the municipal administrations will have no objection if this is done.

The following summary statement shows the proportion of workers housed by the municipalities.

TABLE XII.

Centre.	Proportion of workers housed.
1. Bombay	30%
2. Karachi	50%
3. Cawnpore	27.7%
4. Nagpur	1.7%
5. Lahore	Nil
6. Madras	35%

Except in the case of Bombay and Karachi where the housing provided by the municipality for the employees does not compare unfavourably with the housing provided by private industry, in the other centres, namely, in Nagpur and Madras, the conditions are pitiful.

The Bombay Municipal Corporation has started a few welfare centres for its employees, but these compare very unfavourably with similar welfare work done by the Government of Bombay. While, however, the Bombay and Karachi Municipalities are attempting some welfare work, in most other municipalities, nothing at all in the direction of welfare work for the employees is being attempted.

In view of the fact that a large section of Municipal workers, such as sweepers, scavengers, etc., is illiterate and comparatively backward, there seems an urgent necessity for the appointment of special Labour Officers to look after their interests.

There is one notable feature pertaining to all municipal administrations, which is that provision has been made for safeguarding the future of the workers in one way or the other. This takes the form either of a Provident Fund or a Gratuity or a Compassionate Allowance. Conditions governing membership of Provident Funds, the qualifying period for payment of gratuity, the scale of gratuity, etc., however, differ from municipality to municipality. There is no reason why this should be so. Perhaps, the most liberal provision in this regard has been made by the Bombay Municipality where all workers, permanent or temporary, are eligible to contribute to a compulsory Provident Fund. This type of provision for safeguarding the future of the workers is to be found in all the municipalities except in Madras, but the Provident Fund covers only a small proportion of the total labour force in municipalities other than Bombay and Karachi. In Madras, gratuity is paid at the rate of 3 months' pay for every five years' service upto 12 months' pay or Rs. 1,000 whichever is less, the qualifying period being 10 and 15 years for permanent and temporary workers respectively.

On the whole, municipal labour is well organized and in most of the centres the workers have a registered and recognized Trade Union. The relations between the administrations and the workers' unions can be regarded as being cordial.

Speaking generally, municipal workers in this country appear to be better off as compared to those engaged in a private industry in regard to hours of work, security of tenure, leave and provision for the future. The housing conditions of municipal workers are, however, most deplorable in some centres. Although the Maternity Benefit Act does not apply to municipal labour, some of the municipalities pay maternity benefit and grant leave. There is, however, no uniformity in regard to this. As municipalities are large employers of female labour, the question of the application of the Act to them is one deserving of consideration. Municipal workers are comparatively worse off than those employed in private industry in regard to the scale of dearness allowance, and therefore, in regard to total earnings, amenities such as medical aid, education, facilities for recreation, etc.

S. R. DESHPANDE,

*Member,*

*Labour Investigation Committee.*

SIMLA,

*Dated 37th September 1945.*

# APPENDIX I.

Schedule showing scales of pay in important occupations in the Municipal Corporation, Bombay.

Name of occupation.	The Fire Brigade.	Hydraulic Engineering.	City Engineering.
	Rs.	Rs.	Rs.
1. Fitter . . . . .	60—3—75	35 to 50	<p><i>Workshop</i>  70—1—75; 65—1—70.  55—1—65; 45—1—50.  40—1—45; 30—1—40.</p> <p><i>Drainage.</i>  40—2—60.</p> <p><i>Architectural.</i>  30—1—45.  Daily rate 1—4—0 to 112—1</p>
2. Carpenter . . . . .	45 p.m.	50 p.m.	<p><i>Workshop.</i>  50 1—60; 40—1—45.  daily rate 1-5-0 to 2-0-0.</p>
3. Mukadam . . . . .	..	29—1—32 Tempy. 1 to 1-4-0 1-4-0	29—1—32. Tempy. 1 to 1-8-0.
4. Mistri . . . . .	..	45 to 60	45 to 60. daily 1-5-0 to 2-4-0.
5. Sluicemen . . . . .	..	28—1—29	..
6. Tindal . . . . .	40—2—60	..	..
7. Fireman . . . . .	30—1—40	..	..
8. Turner . . . . .	..	..	<p><i>Mechanical Eng.</i>  70—2—80; 60—1—70.  45—1—65; 40—1—45;  25—1—30;</p>
9. Motor Fitter . . . . .	75—5—100	..	<p><i>Mech. Transport.</i>  75—2—90; 50—2—70;  40—1—50;  90—2—100; 65—1—75;  55—1—65; 45—1—50;  30—1—40.</p>
10. Motor Mechanic . . . . .	105—5—150	..	<p><i>Mech. Transport.</i>  80—4—100</p>
11. Blacksmith . . . . .	..	40 p.m.	<p><i>Workshop.</i>  71—1—80; 55—1—65;  40—1—45;  daily 1 to 1-12-0.</p>
12. Motor Drivers . . . . .	60—2—70—3—85	50—3—75	<p><i>Mechanical.</i>  50—3—85; 50—3—80  daily rate Rs. 2 to 2-12-0.</p>
13. Mason . . . . .	..	..	<p><i>Mechanical</i>  50—1—60; 40—1—45;  <i>Architectural.</i>  35—1—45.</p>
14. Labourers (minimum wage) . . . . .	..	Male Female Boy	<p>25/- p.m.  21/- p.m. 0-7-0 to 0-10-0.  18/- p.m. 0-8-0 to 0-8-0</p>
15. Scavengers . . . . .	Men Rs. 25		
16. Sweepers . . . . .	Women Rs. 21 and 23½		
17. Chowkidars . . . . .	Rs. 25		

## APPENDIX II.

*Schedule showing scales of pay in important occupations in the Karachi Municipal Corporation.*

1945.

Occupation.	Number.	Scale of pay in Rs.
Jamadars . . . . .	1 5 1 4 1 1	30-1-40. 22-1-25. 30-3-45. 21-1-30. 21-1-30. 35.
	13	
Havildars . . . . .	9 4 3	26-1-30. 25-1-30. 50-2-60.
	16	
Sweepers . . . . .	12 855	21-1-26. 20-1-22.
	867	
Chowkidars . . . . .	6 3 4 5 10 38 3 4 1 2 1	19-1-21. 25-1-30. 26-1-30. 20. 20-1-25. 22-1-25. 20-1-22½ 25-1-30. 22-8-0 (fixed). 30. 25.
	72	
Attendants . . . . .	2 1 10 3	30-3-40 25-1-28. 22-1-30. 25.
	16	
Drivers (Engine) . . . . .	5 19 5 1 3	75-3-90. 45-2½-60. 60-3-75. 50-3-75. 75-5-100.
	33	
Ayals . . . . .	13 2 6 1	35. 25-2-50. 20-1-25. 22-1-30.
	22	

## APPENDIX II—contd.

Occupations.	Number.	Scale of Pay in Rs.
Hamals . . . . .	2	20—1—25.
Herdsmen . . . . .	2	20—1—22.
Ward Boy . . . . .	2	25—1—30.
Peons . . . . .	128	20—1—25.
	2	30—1—35.
	2	20—1—25.
	3	20—1—25.
	2	20—1—25.
	1	25—1—30.
	10	22—1—25.
	1	26—1—30.
	149	
Chainmen . . . . .	6	25—1—30.
	5	25—1—30.
	11	
Dressers . . . . .	3	20—1—25.
General Servants . . . . .	25	25—1—30.
Dhobis . . . . .	5	22—1—30.
	2	30.
	4	19—1—21.
	11	
Line Guards . . . . .	1	30—1—35.
	6	22—1—25.
	7	
Koondimen (Drainage) . . . . .	107	21—1—26.
Depotmen (Drainage) . . . . .	1	25—1—28.
Khalasis . . . . .	5	20—1—25.
	1	20—1—25.
	6	
Munshis . . . . .	4	25—1—28.
	2	25—1—28.
	12	30—1—40.
	18	
Coolies . . . . .	3	20—1—25.
	202	22—1—25.
	156	25—1—30.
	4	28—1—30.
	8	30.
	377	22—8—0.
	1	22—1—30.
	751	
Motor Chauffeurs . . . . .	7	45—21—60.
Camel Sowers . . . . .	3	35.
Naiks . . . . .	2	45—2—55.
Fire-men . . . . .	39	30—1—36.
Gatekeepers . . . . .	1	90—0—0.
	12	45—21—85.
	1	45—21—90.
	2	26—1—30.
	1	35.
	19	45—21—85.
	12	20—1—25.
	48	

## APPENDIX III—continued

Occupation.	Number.	Scale of Pay in Rs.
Gardeners . . . . .	1	22-1-30.
Malis . . . . .	11	22-8-0 (fixed).
	1	20-1-25.
	9	21-1-24.
	1	21-1-28.
	2	40-2-60.
	4	22-1-30.
	1	37-8-0
	12	30-1-35.
	1	42.
	1	25.
	1	25-1-30.
	44	
Spraymen . . . . .	2	25-1-30.
Muccadams . . . . .	14	22-1-25.
	20	22-1-25.
	2	22-1-25.
	8	38.
	12	30-1-35.
	56	
Cooks . . . . .	3	35.
	6	22-1-30.
	9	
Trip Checkers . . . . .	3	22-1-25.
Lamp Lighters . . . . .	1	22-8-0
Cleaners . . . . .	9	22-1-30.
	4	30-2-40.
	2	30-2-40.
	3	30-1-35.
	18	
Watch-men . . . . .	2	20-1-22.
	10	25-1-30.
	5	21-1-24.
	1	30.
	5	22-8-0
	23	
Key-men . . . . .	5	21-1-24.
	1	21-1-24.
	6	
Lalacoors . . . . .	123	20-1-22.
Art Drivers . . . . .	190	21-1-24.
	8	20-1-30.
	4	21-1-30.
	7	22-8-0
	209	
Total . . . . .	2,728	



palit, Cawnpore.

Workers' categories.

Scale of pay.

	Rs.
(a) <i>Park labour (Monthly).</i>	
(i) Head Malis . . . . .	21-1-30.
(ii) Malis . . . . .	10-1-15.
(iii) Jamadars . . . . .	10-1-11½.
(iv) Sweepers . . . . .	10-1-11½.
(b) <i>Road Gang (Daily).</i>	
(i) Malis . . . . .	Rs. A. P. 1 6 0 per day.
(ii) Bhistis . . . . .	1 2 0 per day.
(iii) Beldar . . . . .	0 14 0 per day.
(iv) Raiza . . . . .	0 10 0 per day.
(v) Cart Mate . . . . .	1 6 0 per day.
(c) <i>Mason gang.</i>	
(i) Mason . . . . .	1 12 0 per day.
(ii) Beldar . . . . .	1 2 0 per day.
(iii) Bhistis . . . . .	1 2 0 per day.
(iv) Raiza or coolie . . . . .	0 10 0 per day.
(d) <i>Lighting.</i>	
(i) Mistri (a) Head . . . . .	Rs. 30-1-40.
(b) Asst. . . . .	25-1-30.
(ii) Driver . . . . .	30-1-40.
(iii) Lineman . . . . .	20-1-30.
(iv) Beldars . . . . .	15-1-20.
(v) Lamp lighters (Electric) . . . . .	15-1-20.
(vi) Kerosene oil lamp lighters . . . . .	4-8-0 to 7-0-0 (fixed).
(e) <i>Workshop.</i>	
(i) Instructor . . . . .	45-3-60.
(ii) Assistant Carpenter . . . . .	30-35.
(iii) Assistant Blacksmith . . . . .	30-35.
(iv) Fitters . . . . .	20-0-0.
(v) Clearners . . . . .	15-1-18.
(vi) Firemen . . . . .	20-1-25.
(f) <i>Conservancy.</i>	
(i) Jamadars . . . . .	19-1-30.
(ii) Assistant Jamadars . . . . .	12-1-18.
(iii) Road sweepers and Scavengers (Males) . . . . .	10-1-12½+25%
(iv) Road sweepers (females) . . . . .	9-1-11½+25%
(v) Jallad . . . . .	8 (fixed).
(vi) Bhisti . . . . .	8 (fixed).
(vii) Canvas line-man . . . . .	8 (fixed).
(viii) Turncooks . . . . .	8 (fixed).
(ix) Motor Drivers . . . . .	25-1-40+Rs. 10.
<i>Water works (Workshop).</i>	
Mistry . . . . .	50-1-60.
Turners . . . . .	30-1-40.
Fitters . . . . .	30-1-40.
Blacksmith . . . . .	25-2-40.
Carpenter . . . . .	30-1-35.
Hammerman . . . . .	14-1-18.
Coolie . . . . .	14-1-18.
Meter Mistry . . . . .	35-3-50.
Asstt. Mistry . . . . .	30-2-40.
Meter cleaner . . . . .	14-1-18.
Mason . . . . .	20-1-25.
Mason Coolies . . . . .	14-1-18.
Chowkidars . . . . .	12-1-15.

## APPENDIX IV

## Wage rates of workers in the Municipal Corporation, Lahore.

Occupation.	Total employ- ed.	Rate of wages.		
		Rs.	a.	p.
Jamadar (Peons) . . . . .	1	20	0	0
Peons . . . . .	308	20	0	0
		18	0	0
		17	0	0
		15	0	0
		6	0	0
Book Binder . . . . .	1	20	0	0
Lamp lighters . . . . .	47	15	0	0
Engine-Room Fitter . . . . .	1	105	0	0
Electrician . . . . .	2	68	0	0
		62	0	0
Fitter Electrician . . . . .	2	82	0	0
Fire Engine Drivers . . . . .	3	60	0	0
		52	0	0
Fireman . . . . .	33	31	0	0
		35	0	0
		33	0	0
		32	0	0
		30	0	0
		28	0	0
		28	0	0
Foremen . . . . .	2	105	0	0
		78	0	0
Meter Mechanic . . . . .	1	64	0	0
Assistant Mechanic . . . . .	3	21	0	0
Mains Foreman . . . . .	1	125	0	0
Turner . . . . .	1	64	0	0
Turn cock . . . . .	2	40	0	0
		15	0	0
Assistant Turn cock . . . . .	1	30	0	0
Telephone Attendant . . . . .	2	15	0	0
Reserve Driver . . . . .	1	62	0	0
Carpenters . . . . .	2	66	0	0
		60	0	0
Masons . . . . .	3	40	0	0
Boiler cleaners . . . . .	8	31	0	0
Coal Men . . . . .	9	20	0	0
Gatekeeper . . . . .	1	20	0	0
Fitters . . . . .	18	62	0	0
		42	0	0
		40	0	0
		36	0	0
		34	0	0
		33	0	0
		32	0	0
		31	0	0
		30	0	0
Maid-servant . . . . .	65	11	0	0
		7	0	0
		5	0	0
		3	0	0
		2	0	0
Disinfectors . . . . .	3	15	0	0
Ward servants . . . . .	12	20	0	0
		19	0	0
		18	0	0
		17	0	0
		15	0	0

APPENDIX IV—*contd.*

Occupation.	Total employ- ed.	Rs. a. p.	Rate of wages. Per Mensem.
Cooks . . . . .	2	25 0 0	"
Assistant cook . . . . .	1	20 0 0	"
Kahar . . . . .	3	12 0 0	"
Nurse dais . . . . .	25	32 0 0	"
		40 0 0	"
		20 0 0	"
Anti-epidemic Jamadars . . . . .	30	24 0 0	"
		23 0 0	"
		22 0 0	"
		21 0 0	"
Sanitary Jamadars . . . . .	76	31 0 0	"
		29 0 0	"
		26 0 0	"
		21 0 0	"
Conservancy Jamadars . . . . .	3	26 0 0	"
Jamadars leave Reserve . . . . .	6	20 0 0	"
Laboratory Attendant . . . . .	1	15 0 0	"
Cartmen . . . . .	4	18 0 0	"
		15 0 0	"
Cartmen Leave Reserve . . . . .	12	18 0 0	"
Drivers . . . . .	79	30 0 0	"
		28 0 0	"
		27 0 0	"
		48 0 0	"
		44 0 0	"
		45 0 0	"
		42 0 0	"
		37 0 0	"
Drivers . . . . .		32 0 0	"
		41 0 0	"
		30 0 0	"
		26 0 0	"
		25 0 0	"
		23 0 0	"
		22 0 0	"
		27 0 0	"
		20 0 0	"
		16 0 0	"
		18 0 0	"
Assistant Drivers . . . . .	3	20 0 0	"
		18 0 0	"
Lorry Drivers (Public Health) . . . . .	22	47 0 0	"
		44 0 0	"
		37 0 0	"
		36 0 0	"
		36 0 0	"
Watering Darogha (Municipal works) . . . . .	1	36 0 0	"
Mali (Gardener) . . . . .	19	25 0 0	"
		23 0 0	"
		22 0 0	"
		21 0 0	"
		20 0 0	"
		15 0 0	"
		13 0 0	"
		4 0 0	"

APPENDIX IV—*concl'd.*

Occupation.	Total employed.	Rate of wages.		
		Rs. a. p.		
Jamaders (Misc.) . . . . .	14	30 0 0	Per Mensem.	
		25 0 0	"	
		20 0 0	"	
		18 0 0	"	
Ghowkidars . . . . .	33	17 0 0	"	
		16 0 0	"	
		15 0 0	"	
		12 0 0	"	
		10 0 0	"	
Geelies . . . . .	355	20 0 0	"	
		18 0 0	"	
		17 0 0	"	
		16 0 0	"	
		15 0 0	"	
		14 0 0	"	
		12 0 0	"	
		10 8 0	"	
		5 8 0	"	
		5 0 0	"	
Bhishties . . . . .	825	15 0 0	"	
		13 0 0	"	
		12 0 0	"	
		10 0 0	"	
		8 0 0	"	
		6 0 0	"	
		5 0 0	"	
		4 0 0	"	
		3 0 0	"	
		2 8 0	"	
		2 0 0	"	
		1 8 0	"	
		1 0 0	"	
Municipal Rubbish Cart Drivers . . . . .	128	22 0 0	"	
Iron Cart Drivers . . . . .	62	17 0 0	"	
Lorry cleaners . . . . .	14	15 0 0	"	
Jemadar—Sweepers . . . . .	1	22 0 0	"	
Sweepers . . . . .	1,810	15 0 0	"	
		14 0 0	"	
		13 0 0	"	
		12 0 0	"	
		11 8 0	"	
		10 0 0	"	
		8 0 0	"	
		7 0 0	"	
		6 0 0	"	
		5 0 0	"	
		4 0 0	"	
		3 8 0	"	
		3 0 0	"	
		2 8 0	"	
		2 0 0	"	
		1 8 0	"	
		1 0 0	"	

## APPENDIX V.

Statement showing the wage rates in different departments in the Municipal Corporation, Madras.

## WATER WORKS DEPARTMENT

## Distribution and Maintenance.

Category of labour.	No. employed.	Wages or salary.	
		Rs.	
House service maistries . . . . .	24	25-1-35	
Water detection maistries . . . . .	10	20-1-25	
Fitters . . . . .	20	25-1-30	
Assistant Fitters . . . . .	20	20-1-25	
Turn-cooks . . . . .	20	20-1-25	
Brick Layers . . . . .	20	20-1-25	
Lascars . . . . .	141	15-1-20	
Lascars . . . . .	40	15	
Brick-layer coolies . . . . .	20	15	
Tube-well Mechanics . . . . .	3	30-1-40	
Mechanical Fitters . . . . .	1	30-2-60	
Watchmen . . . . .	3	15-1-20	
Gardeners . . . . .	3	15	
Bridge-layer coolies . . . . .	20	15	
<i>Milpauk Pumping Station</i>			
Firemen . . . . .	8	20-1-25	
Cleaners . . . . .	9	15-1-20	
Fitter Cooly . . . . .	1	15-1-20	
Blacksmith . . . . .	1	35	
Tappel Lascar . . . . .	1	15-1-20	
Store Cooly . . . . .	1	Do.	
Gardener (female) . . . . .	1	10	
Scavenger . . . . .	1	15	
Fitters . . . . .	9	Rs. a. p. 0 12 0 to	Rs. a. p. 2 8 0
Fitter coolies . . . . .	13	0 8 0 to	0 14 0
Coal coolies . . . . .	15	0 7 0 to	0 14 0
Brick layer . . . . .	1	1 8 0	
Turrer . . . . .	1	0 12 0 to	2 8 0
Boiler coolies. . . . .	3	0 14 0	
Gate Watchman . . . . .	3	15-1-20	
<i>Filter Beds.</i>			
Maistry . . . . .	1	25-1-35	
Brick layers . . . . .	2	31	
Fitter . . . . .	1	30-1-40	
Assistant Fitter . . . . .	1	15-1-20	
Turn cock . . . . .	2	20-1-25	
Lascar . . . . .	12	15-1-20	
Gardeners . . . . .	2	15	
Gardeners (females) . . . . .	4	10	
Shaft coolies . . . . .	9	15-1-20	
Men coolies . . . . .	4	16	
Porters of main gate. . . . .	2	15-1-20	
Night petrol men . . . . .	1	20-1-25	
<i>Chlorination Staff.</i>			
Filter coolies . . . . .	9	Rs. a. p. 0 8 0 to	Rs. a. p. 0 14 0
Filters . . . . .	2	0 8 0 to	0 14 0

## APPENDIX V—contd.

Category of labour.	No. employed.	Wages or salary.
<i>Rel Hills Staff.</i>		
Syrenge . . . . .	2	Ra. 15
Watchmen . . . . .	1	15
Lascars . . . . .	16	15-1-20
Sweeper (female) . . . . .	1	10
<i>Water Works Stores.</i>		
Fitters . . . . .	4	Ra. a. p. 0 12 0 to 2 8 0
Cooly Maistry . . . . .	1	0 12 0 to 1 8 0
Coolies . . . . .	23	0 8 0 to 0 14 0
470		

## SPECIAL WORKS DEPARTMENT.

*Permanent Labour.*

Labour engaged.	No. employed	Scale of wages.
<i>Sewer Cleaning</i>		
Jointers . . . . .	20	Ra. 15-1-20
Maistries . . . . .	19	15-1-20.
Coolies . . . . .	249	15-1-17½.
Coolies . . . . .	30	15
Tappal Lascars . . . . .	8	15-1-20
<i>Syphon Coolies</i>		
Coolies . . . . .	234	17-1-20
<i>Main Drain Cleaning</i>		
Coolies . . . . .	100	15-1-17½.
<i>House connections</i>		
Maistries . . . . .	3	25-1-35.
Tappal Peons . . . . .	8	15-1-20.
Watchmen . . . . .	6	15.
<i>Casual or Temporary Labourers.</i>		
<i>Construction Branch.</i>		
Time-keepers . . . . .	59	Ra. a. p. 0 14 0 to 1 12 0
Bricklayer maistries . . . . .	11	1 12 0
Brick layers . . . . .	58	0 12 0 to 1 8 0
Blacksmiths . . . . .	1	0 12 0 to 1 10 0
Carpenters . . . . .	4	0 10 0 to 1 12 0
Driver . . . . .	1	0 9 0 to 2 4 0
Jointers . . . . .	8	0 7 0 to 1 4 0
Men coolies . . . . .	168	0 7 0 to 0 14 0
Women coolies . . . . .	77	0 4 0 to 0 8 0
Boy coolies . . . . .	12	0 3 0 to 0 7 0
Watchmen . . . . .	39	0 3 0 to 0 8 0
<i>Drainage Maintenance Labour</i>		
Carting Maistry . . . . .	12	1 4 0 to 2 0 0
Brick layers . . . . .	18	0 12 0 to 1 8 0
Jointers . . . . .	5	0 6 0 to 1 8 0
Carpenters . . . . .	1	1 0 0 to 1 8 0
Fitters . . . . .	3	0 9 0 to 1 8 0
Head coolies . . . . .	2	0 12 0 to 1 8 0
Men coolies . . . . .	71	0 7 0 to 0 14 0
Women coolies . . . . .	10	0 6 0 to 0 8 0
Boy coolies . . . . .	3	0 6 0
Scavenger . . . . .	1	0 11 0
Silt Cart Maistry . . . . .	4	0 12 0 to 1 8 0
Silt Cart coolies . . . . .	25	0 8 0 to 0 12 0

## APPENDIX V—contd.

Labour engaged.	No. employed	Scale of wages.
ELECTRICAL DEPARTMENT.		
Jointer Mates . . . . .	4	Rs. 20—1—25
Tappal Peons . . . . .	6	15—1—20
Lascars . . . . .	4	Do.
Overhead line cooly . . . . .	9	Do.
Do. maistries . . . . .	3	25
Coolies . . . . .	32	15—1—20
Painters . . . . .	2	20—1—25
Switchers . . . . .	101	15
Watchmen . . . . .	20	15
Carpenter . . . . .	1	Rs. 0 7 0 to 2 0 0
Blacksmith . . . . .	3	0 8 0 to 1 12 0
Turner . . . . .	2	0 7 0 to 2 8 0
Fitter . . . . .	1	0 7 0 to 2 8 0
Engraver . . . . .	2	0 8 0 to 2 0 0
Hammermen . . . . .	2	0 7 0 to 1 4 0
Moulder . . . . .	2	0 8 0 to 2 0 0
Clock Mechanics . . . . .	2	2 8 0
Driller . . . . .	1	0 8 0 to 1 4 0
Time keepers . . . . .	2	0 8 0 to 2 0 0
Winder boy . . . . .	1	0 2 0 to 0 4 0
WORK DEPARTMENT		
Head Watchmen . . . . .	2	Rs. 15—1—20
Watchmen . . . . .	13	15—1—20
Watchmen . . . . .	46	15
Water Supplier . . . . .	1	15
Scavenger . . . . .	1	17½—1—20
Tappal Lascar . . . . .	18	15—1—20
Sweeper . . . . .	13	17½—1—20
Sweeper (female) . . . . .	1	10
Lascars . . . . .	23	15—1—20
Tappal Peons . . . . .	2	15—1—20
Maistries . . . . .	38	21—1—35
Maistry . . . . .	1	25
Road Coolies . . . . .	550	16½
Road Coolies . . . . .	500	16½
Fireman . . . . .	1	20
Coolies . . . . .	8	15
Coolies . . . . .	89	15
Maistry . . . . .	1	25—1—30
Maistry . . . . .	1	20—1—30
Maistries . . . . .	2	20—1—25
Gardener . . . . .	1	15—1—17
Gardener . . . . .	3	15
Gardener . . . . .	1	15
Garden coolies . . . . .	5	Rs. 0 12 0 per day
„ „ . . . . .	16	0 10 0 „
„ „ . . . . .	2	0 10 0 per day
„ „ . . . . .	5	15 0 0 p.m.
„ „ . . . . .	10	15 0 0 p.m.
„ „ . . . . .	37	15 0 0 p.m.
„ „ . . . . .	25	10 0 0 p.m.
Coolies—Road metal . . . . .	22	0 14 0 per day
„ „ . . . . .	11	0 7 0 per day
„ „ . . . . .	5	10 0 0 p.m.
„ „ . . . . .	4	10 0 0 p.m.
„ „ . . . . .	1	10 0 0 p.m.
„ „ . . . . .	1	10 0 0 p.m.

## APPENDIX V—contd.

Labour engaged	No. employed	Scale of wages.
<b>Pallavaram quarry coolies</b>		
Chief breaker . . . . .	..	Rs. A. P. Rs. A. P. 0 10 0 to 0 11 0 per day.
Breakers . . . . .	..	0 9 0 per day.
Men cooly . . . . .	..	0 8 0 to 0 14 0 per day
Female cooly . . . . .	..	0 8 0 per day.
Blacksmiths . . . . .	..	1 0 0 to 1 4 0 per day
Hammermen . . . . .	..	0 10 0 to 0 12 0 per day

## EDUCATION DEPARTMENT

Lascars . . . . .	2 males	15
Conductors . . . . .	16 males	15
Conductresses . . . . .	160 females	10 2 0
Sweepers . . . . .	155 females	Rs. 3 to Rs. 4/-
Scavengers . . . . .	159 females	„ 4/-
Gardener . . . . .	1 male	„ 15/-
Watchman . . . . .	1 male	„ 15/-

## MECHANICAL ENGINEERING SECTION

<b>Pumping Stations</b>		Rs.
Firemen . . . . .	7	20-1-25
Drivers . . . . .	77	15-1-20
Pumpsmen . . . . .	12	15-1-20
Cleaners . . . . .	60	12-1-20
Coolies . . . . .	87	16-8-0
Watchmen . . . . .	3	15-0-0
Scavenger . . . . .	1	4-0-0
Fitters . . . . .	15	0-10-0 to 2-8-0
<b>Rollers</b>		
Firemen . . . . .	19	20-1-25
Cleaners . . . . .	42	15-1-20
Watchmen . . . . .	9	15-0-0
<b>Emulsion plant</b>		
Firemen . . . . .	1	20-0-0
Coolies . . . . .	8	15-0-0
<b>A. R. P. Break down gangs</b>		
Maistries . . . . .	2	50
Jointers . . . . .	8	05
Coolies . . . . .	40	35
Watchmen . . . . .	4	15
Telephone Attender . . . . .	4	20
Messengers . . . . .	4	20
<b>Lorry Station</b>		Rs.
Drivers . . . . .	46	40-2-60
„ . . . . .	1	35-2-50
„ . . . . .	1	35-2-45
„ . . . . .	9	30-2-40
„ . . . . .	9	30-1-40
Cleaners . . . . .	40	15
Firemen . . . . .	1	25
„ . . . . .	1	23-8-0
„ . . . . .	1	20
Fitters . . . . .	1	3 per day
„ . . . . .	3	2 per day
„ . . . . .	2	1 13 0 per day
„ . . . . .	1	1 14 0 per day
„ . . . . .	1	1 10 0 per day



## APPENDIX V—contd.

Labour engaged	No. employed	Scale of wages					
		Rs.	A.	P.	Rs.	A.	P.
<i>General Workshop</i>							
Fitter	30	0	12	0 to	2	8	0
Fitter cooly	10	0	7	0 to	0	14	0
Turner	22	0	14	0 to	2	8	0
Turner cooly	12	0	7	0 to	0	14	0
Tinker	3	0	8	0 to	1	8	0
Tinker cooly	2	0	7	0 to	0	14	0
Motor Fitter	5	0	12	0 to	3	0	0
Motor Fitter cooly	3	0	7	0 to	0	14	0
Blacksmith	16	0	12	0 to	1	12	0
Moulder	29	0	12	0 to	2	0	0
Moulder cooly	7	0	7	0 to	0	14	0
Carpenter	16	0	12	0 to	2	0	0
Carpenter cooly	4	0	7	0 to	0	14	0
Riveters	2	0	10	0 to	1	12	0
Rivetter cooly	1	0	7	0 to	0	14	0
Cooper	1	0	8	0 to	1	0	0
Painter	2	0	10	0 to	1	8	0
Painter cooly	1	0	7	0 to	0	14	0
Letter Painter	1	1	0	0 to	2	0	0
Hammermen	5	0	8	0 to	1	4	0
Furnacemen	1	0	10	0 to	1	4	0
Driller	5	0	8	0 to	1	4	0
Maistries	3	2	0	0 to	2	12	0
Coolies	..	0	7	0 to	0	14	0

## Conservancy Staff.

The different scales of wages paid to the several categories of labourers are as follows :—

Rs. सयमेव जयते		Rs.	
Steam disinfecter driver	30—0—0	Cart Driver	17½—½—20
Steam disinfecter cooly	15—0—0	Gardeners	15.
Lascar for wiremen	15—1—20.	Dhoby	15.
Dhobies	17½—½—20.	Barber	15.
Cooks	15—1—20.	Attendant	20—1—25.
Ambulance Car cleaners	15—0—0	Guides	20—1—25.
Female Sweepers	14—½—16.	Night petrol	25.
Male Sweepers	17½—½—20.	Scavenger	13½—½—16.
Garden maistry	13½—½—16.	Cook	10.
Male Thotties	17½—½—20.	Carpenter	37½.
Female Thotties	14—½—16.	Mason	30.
Gardeners	15—0—0	Fitter	22½.
Female coolies	10—0—0	Maistry	20.
Watchmen	15—0—0	Coolies	15.
Sweepers	6—0—0 and 3.	Guide	15.
Male Thotties	17	Watchman	17—1—20
Driver, Leprosy car	30—2—40.	Female Scavenger	13½—½—16
Watchman	15	Sweeper	10
Watchman, Lethal Chamber	15	Sweeper	17—1—25
Sweeper	5	Scavenger	17½
Maistries	25—1—35.	Coolies	17½—½—20
Coolies	24.	Maistries	13½—½—16
Maistries	25.	Sweepers	15—1—20
Coolies	15—1—20.	Lascar	17½
Cooks	15—1—20.	Coolies	15
Lascar	15—1—20.	Coolies	25
Thotties	17½—½—20.	Maistries	20
Male Scavenger	Do.	Watchman	26

APPENDIX V—*consolid.*

The wage rates for the labour staff employed in the Conservancy section are as follows:—

	Rs.		Rs.
Men . . . . .	17½—1—20	Care takers . . . . .	15
Women . . . . .	13½—½—16	Lorry coolies . . . . .	24
Boys . . . . .	6—½—9	Drivers . . . . .	17½—1—20



सत्यमेव जयते

**APPENDIX VI.**  
*Table showing the scales of pay in important occupations in the principal Municipalities.*

Sl. No.	Occupation.	Bombay.	Karachi.	Nagpur.	Cawnpore.	Lahore.	Madras.
		Rs.	Rs. P.	Rs.	Rs.	Rs.	Rs.
1	Mokadams . . .	29-1-32	22-1-25 to 38	..	10-1-11½	20 per mensem	..
2	Firemen . . .	30-1-40	30-1-36	..	20-1-25	26 to 35 p.m.	20-1-25
3	Chowkidars . . .	25	19-1-21 to 30	9 and 12-1/8-15	12-1-15	10 to 17 p.m.	..
4	Sweepers and Scavengers .	25 Men 21 and 23½ for women.	20-1-22 } 21-1-26 }	15 to 15-8-0 } males. 11 to 11/8 females }	10-1-12½ + 25% males. 9-1-11½ + 25% females }	10 to 15 p.m.	12 to 15 males. 10 females.
5	Labourers . . .	25 males 21 females 18 children	20-1-25 } 28-1-30 }	12 to 15 p.m.	14-1-18	5 to 20 p.m.	15-1-17½ 16-1-20 17½-1-20
6	Turners . . .	25-1-30 to 70-2-80	..	30-2-60	30-1-40	64 p.m.	0-12-0 per day.
7	Blacksmiths . . .	40-1-45 to 71-1-80	..	20	25-2-40	35 p.m.	..
8	Carpenters . . .	45 to 50-1-60	..	25 to 28	30-1-35	60 to 66 p.m.	0-7-0 to Rs.2 per day.
9	Masons . . .	35-1-45 40-1-45 50-1-60	..	..	20-1-25 and 4/12/- per day.	40 p.m.	0-12-0 to 1-8-0 and 20-1-25
10	Fitters . . .	30-1-40 to 70-1-75	..	30-2-60 20 26	20 p.m. 30-1-40	30 to 62 p.m.	25-1-30 and 0-12-0 to 2-8-0 per day.